THE SURVEY

Vol. LXX. No. 5 MONTHLY May 1934

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Files of The Survey will be found in public and college libraries. All issues are indexed in the Readers' Guide to Periodical Literature. Ask the Librarian.

SURVEY ASSOCIATES, INC.

Publication Office, 10 Ferry Street, Concord, N. H.
General Office, 112 East 19 Street, New York, to which all correspondence should be addressed.

THE SURVEY—Monthly—$3.00 a Year
SURVEY GRAPHIC—Monthly—$3.00 a Year

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SO THEY SAY

All students should be "impractical idealists."—*Virginia Gildersleeve, dean, Barnard College, New York.*

One generation lives an intense emotional life and the next generation is tired.—*Aldous Huxley in The Yale Review.*

We are a literate nation in the sense that we *can* read but not in the wider sense that we do read.—*Cedric Fowler in New Outlook.*

There are certain realities that cannot be suppressed and among them is the individuality of the individual.—*P. W. Wilson, New York.*

Perhaps the surest sign of leadership is the ability to know what to do first, and what second, and what after that.—*Walter Lippmann, New York.*

Bad suggestions are to the mind [of a child] what germs of contagion are to the body.—*Frederick Peterson, M.D., before the Motion Picture Research Council.*

Misleading advertising takes more money from the pockets of the American people than all the forgers and pickpockets combined.—*Dr. Abraham Myerson, Boston.*

No law, nothing, will protect a state's institutions from the indifference of the people of the state.—*Dr. George H. Preston, state commissioner of mental hygiene, Maryland.*

It is an old custom to carry to the doorstep of the school all the problems that cannot be solved in the home or elsewhere in the community.—*Senator Royal S. Copeland, New York.*

It is a sobering reflection that half the states in the union have deemed it a function of government to regulate the length of hotel bed-sheets.—*Ralph Hayes, New York Community Trust.*

You remember the harassed and cynical college professor who exclaimed, "Well, if this is the cream of the population, God help the skim-milk."—*Prof. M. L. Entorf, Hanover College, Indiana.*

Someone has said there were three great passings in American history,—the passing of the buffalo, the passing of the Indian and the passing of the buck.—*Dr. Raymond E. Mitchell, Indianapolis.*

Isn't it curious,—the sanctity in which work has been held all these years, with moralists and philosophers all on its side, when we recall that God plainly imposed it as a curse.—*Ernest Elmo Calkins in Recreation.*

Our teeth have had an illustrious past; they have a serviceable present . . . but if the human dentition breaks down it will carry with it in its fall the human species.—*Dr. A. Earnest Hooton, Harvard University.*

Unemployment reserves by industry have become a primary social duty which the state must recognize. . . . It is a duty which industry must assume and the state must initiate.—*Governor Herbert H. Lehman, New York.*

There is still among us too much of the old-fashioned idea that to be completely tired out is highly praiseworthy and is an indication of having devoted oneself whole-heartedly to one's work.—*Lillian M. Gilbreth in How to Keep Rested.*

The no-man's land between the world of education and the world of public affairs is getting smaller and narrower all the time and we can begin to see over the parapets on the other side.—*Raymond C. Moley in Barnard College Alumnae Monthly.*

The judgment of one nation by another is based on selected knowledge, and we are apt to take the bits of evidence, or even distortions of the bits, that are most congenial to our bias.—*Professor Felix Frankfurter, Harvard University, in The London Listener.*

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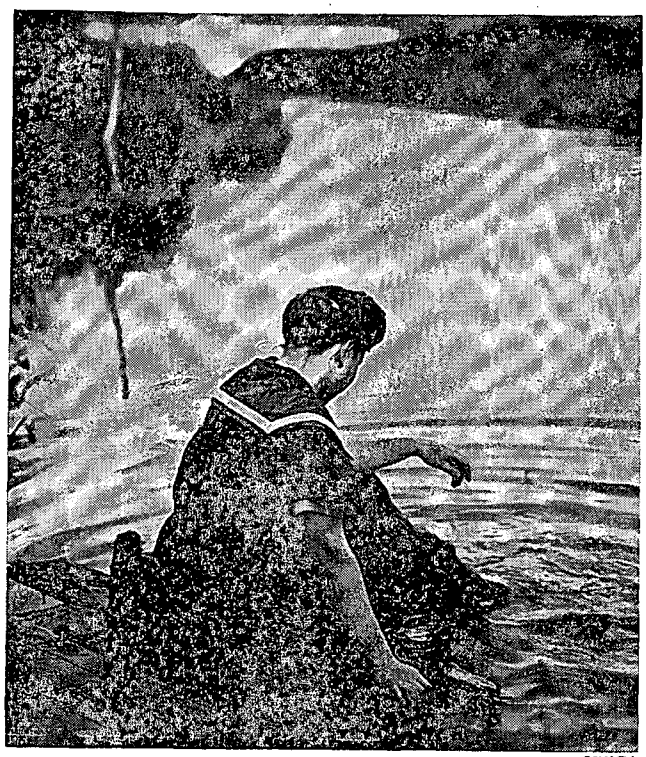

YWCA

YWCA

Camp Kehonka, Wolfeboro, N. H.

Ruth Nichols for National Girl Scouts

OUT-OF-DOOR GIRLS

Camping is, this summer, looking back over fifty years of active life, and the YWCA remembers that President Grant opened its first vacation house all of sixty years ago. Old snapshots dug up for the occasion disclose that the men wore beavers and thickets of moustache for camping and that the girls wore practically everything.

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THE SURVEY

May
1934

Volume LXX
No. 5

A Muzzle in the Revenue Bill?

SOCIAL agencies may find themselves muzzled, under penalty of loss of support, if an amendment made in the Senate to the House Revenue Bill goes through at this session of Congress. As originally passed by the House the bill (HR 7835) contained the usual provision for deduction from income-tax returns of contributions to charitable and similar organizations including community chests. But to that provision the Senate added the clause:

> and no substantial part of whose activities is participation in partisan politics or in carrying on propaganda or otherwise attempting to influence legislation.

In spite of assurances that the proviso is not aimed at social agencies and that it only puts into the law what is now the practice of the Bureau of Internal Revenue, the clause has provoked sharp protest. Practice, if it is unenlightened, can be changed much more readily than law. Current federal practice in determining eligibility for deductions is inconsistent and coercive. To freeze it in statutory law would not only lessen the chance of liberalizing it but might become the basis for further encroachment upon liberty of action.

The clause would threaten social, charitable and educational organizations at the point where their independence is most valuable in supporting or opposing moves that concern the general health and welfare. The obligation of such organizations to use their first-hand knowledge to inform public opinion, to rally support for sound social legislation and to block deleterious measures has never been clearer than during the depression. Their growing activity along these lines is encouraging. To cramp it at this time would be a deplorable waste of valuable experience. The proposed change in the law would not trouble privately supported organizations if they were content to go along as the salvage corps of society, picking up and caring, as best they may, for the victims of bad conditions. But if they stood forth in support of housing regulation, of preventive health measures or of bills striking at hoary industrial evils they might find themselves subject to adverse rulings by tax authorities. There could be few more obvious ways to attempt to blanket the initiative and independence of welfare agencies than to put this fear over them.

Tax exemption is a moot question, but is not specifically raised by the proposed change. The question here is simpler: granted the principle, shall its application be hedged about in ways that make for regimentation of opinion and action?

To be sure, many conscientious contributors would continue, regardless of tax discrimination, to support organizations that strike at the roots of bad social conditions. But there is little doubt that many of the less thoughful would prefer to give where their contributions would be deductible. Such has been the case under the administration rulings. In time the support of dynamic organizations might be seriously undermined and meanwhile their generous backers would be hard hit.

IT IS interesting to speculate how far such a legal limitation as this could be carried. First off one thinks of Pittsburgh where, within the year, the social agencies agitated for a change in the juvenile-court law and threw their united strength into the election of a qualified judge (see A Better Juvenile Court, The Survey, March 15, 1934, page 87.) Plainly all those agencies would come under the ban if it were strictly applied. The Chicago Council of Social Agencies and a good share of its members would be out by reason of their support of certain child-welfare measures before the Illinois legislature. Out too would be the State Charities Aid Association of New York and the Public Charities Association of Pennsylvania for their efforts on behalf of better state institutions. Any agency supporting measures ranging from unemployment insurance to modification of the Elizabethan poor-laws would do so at the risk of losing its deductible status and either penalizing its contributors or jeopardizing its budget.

Whatever the intent of this clause, it could be used as a muffler to cut down the articulateness of institutions singularly qualified by their work and experience to bear witness as to needs, and to help draw constructive lines of action.

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Shall Social Work Be Public? Or Private? Or Both?

HAROLD P. WINCHESTER SPENCER ERVIN EDUARD C. LINDEMAN

PUBLIC

The best reason why all social work should be conducted by the state is that the welfare of all its citizens is the concern and responsibility of government and not of the wealthy or of those who choose to give. The latter is charity. —HAROLD P. WINCHESTER

IT is not difficult to predict the immediate future of social work for forthcoming events are casting large, jet-black shadows. At the beginning of the depression it was a matter of academic discussion whether social work should go "public" or stay "private" but the events of the last three years leave small question of the realities of the situation. With 90 percent of all funds expended for social work now furnished by political units and with this percentage increasing month by month, as the amounts expended by private agencies decrease, and with social workers going over in droves to public work, who can doubt that this is the day of the public agency?

Nor are we in any doubt as to the trend in the character of the social work performed. Instead of a leisurely and highly individualized case-work treatment of the relatively few we have been forced to change over into a hurried and mass treatment of a large segment of our population.

The question at once arises as to whether this decided trend towards public, mass, social work is just a temporary phase, say, for the duration of the emergency. Undoubtedly the social emergency will last for several years after the business depression is over. One prominent leader in social work has said that it will be twenty years before the ravages of this depression in the lives of its victims could be repaired. We are beginning to recognize that, even when the industrial system gets back to the 1929 rate of production, at least five million men and women cannot be reabsorbed and must be taken care of by some form of dole, American style, which must absorb too those hundreds of thousands who have been rendered unemployable by long lack of work and by acute physical and mental suffering. In addition programs initiated by the federal and state governments which contemplate the transfer of hundreds of thousands of city dwellers to subsistence farms, the abandonment of millions of acres of sub-marginal land, the Tennessee Valley project, slum clearance, and other projects of like nature, will uproot millions of our citizens and put them in motion over the next few years, necessitating care, guidance, and control by various agencies. To most social-work observers it seems inevitable that it will be another five or ten years before the bulk of depression-born social work will be materially reduced.

There will probably be general agreement too among these same observers that during this period the bulk of social work could not be conducted by private agencies even if public sentiment should endorse them. It will stay "public" for the same reasons that it went "public." The funds required will still be too enormous for private individuals to furnish. The government is the only agency which can furnish leadership and direction in an emergency—and naturally it wishes to control its own funds.

Furthermore private agencies will undoubtedly continue to decline in numbers and in amounts expended. They will receive less and less each year because both large and medium givers will feel, as taxation increases when we really start paying for relief and recovery, that they are already paying enough for welfare work. This reasoning has already been encountered in chest drives this past year. Another trend observed in chest communities is that, as people of wealth die, their fortunes are split up in many bequests to children and relatives unhabituated to generous giving. In Albany we have noticed that when a $10,000 subscriber passes on we are lucky to get $1000 from his heirs. And of course if the New Deal means anything at all it means that in the future wealth will be much more equitably distributed, and that income and inheritance taxes will keep down the wealth of those who have been the main supporters of private charity. In addition, those at the lower end of the income scale who should receive increased wages and salaries under the New Deal will not contribute to private charity in any great numbers if only because they are not in the habit of doing so.

The best reason why all social work should be conducted by the state, is that the welfare of all of its citizens is the concern and responsibility of the government, and not of the wealthy or of those who choose to give. The latter is charity pure and simple. There is a growing realization among subscribers to private agencies that the drive method of raising welfare funds is inefficient, unfair, inequitable and costly. We should tax for all social work and place squarely upon each citizen his responsibility for social inequities. We are practically at that stage now.

If an institution or system cracks during a crisis and has to be superseded by a more flexible and efficient way of performing its function it is only logical to inquire why the second method should not be the indispensable one for the long pull. The real test of methods, as of men, is how they act during an emergency. Our private welfare organizations in an emergency have been able neither to organize cooperatively and rapidly to meet the situation nor to furnish the leadership or funds for the necessary expansion. They have stood by during the crisis, increasing their case

IN this "three-cornered debate" The Survey presents sharply contrasting philosophies on the future of social work, blown by the depression from its old moorings of private initiative. Mr. Winchester is a business man, a member of the board of the Family Welfare Society of Albany, N. Y., and of other social agencies who has for years, he says, rung doorbells on behalf of the Community Chest. Mr. Ervin is a lawyer, president of the Philadelphia Family Society and vice-president of the Family Welfare Association of America. Mr. Lindeman, social philosopher and teacher, is a lecturer and a member of the faculty of the New York School of Social Work.

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loads in some measure, but leaving direction and expansion to the government. Private welfare workers, to be sure, have done more than their full share to aid the government program but they have been drafted after the government exerted the leadership and provided the program.

After all this is the main weakness of all private enterprise whether business or social work. Each is made up of antagonistic competing units, which from the very nature of their competition cannot get together during a period when they are most needed to present a common front and a joint leadership. In essence the common enemy which brought on the crisis has been the disunity and unrestricted competition of private enterprise. The advent of the New Deal is almost entirely due to the realization that the old laissez-faire conception of doing the world's work is outmoded in this complex machine age. Our political and economic structures have both been built for the man on the frontier and not for the man in the mechanized city. The world is realizing that as population increases and science advances society is becoming so complex that the activities of individuals must be more and more restricted and that planned activity must take the place of the hit-or-miss, more or less purposeless and uncoordinated method of running things.

IN a planned society the individual man is the rightful concern of society and not of himself alone. Up to the depression we recognized that the man who could not adequately take care of himself, whether the fault were his or that of society, must be aided but we aided him as charity in a sporadic, poorly conceived, badly correlated, and wholly inadequate fashion. Now we must plan the whole field of social work so that all necessary services are rendered without the gross duplications or overlappings which characterize the activity of the private agencies. This cannot be done by a myriad of private agencies, each independent and often antagonistic, unless they come under central control. When this happens they might as well give up their separate identity and join with the dominating public agencies. I would not even exempt the church welfare organizations from this merger though I recognize the difficulties involved.

I do not recognize the validity of the cry raised by private agencies that we still need them for experimentation in new fields of social effort. Why cannot government experiment? Has not the New Deal proved with its CCC, TVA, and many other alphabet experiments, that government can lead the way? Have not our progressive state departments of welfare initiated many projects never started by private agencies? In the long run the government should be able to experiment in new fields better than any private agency, inevitably limited as to funds and scope. All it needs is forward looking leadership, and that, we now know, exists.

Many at this point will admit this trend of social work to public auspices but will doubt its merit. They will believe that the question of whether the public agency can be as efficient as the private is a fundamental one. The assumption of those who hold that it cannot seems to be that there is something inherently inefficient in public service whereas private agencies or private enterprises are generally efficient. My own observation in many fields is that all individuals are for the most part inefficient, performing at about 10 to 25 percent of their potential capacity. Whenever we find a person who is 50 percent efficient we consider him as something of a superman. We inefficient individuals do a comparatively poor job for wherever we are placed, whether we are paid from private or public funds.

The assumption that private business is efficient is one of the worst fallacies in our American thinking. Of course, here and there you will find a large concern relatively more efficient than its fellows, but the great mass of concerns can rise no higher in efficiency than their human sources, the poorly functioning individuals directing or working for it. Does not the depression stand out sharply as the direct product of the general inefficiency of American business?

I cannot understand why a case worker paid by a private agency to deal with A and B, cannot do just as good work for A and B when she is transferred to a public agency. Of course, during an emergency she may have to place a different value upon time but under like conditions there should be no difference because of who pays her salary. I have lived all my life in a capital city and have had as personal friends hundreds of state and city officials. I have found them every bit as honest and sincere and hardworking in their endeavor to do a good job as the corresponding number of friends in private business.

Claims of the real efficiency of private welfare agencies are ridiculous to those who are acquainted with any number of them. They have all the faults of the inefficient human beings we are and in addition those faults which attend numerous competing agencies. They duplicate each other, they overlap functions, they have small case loads for high overhead, they refuse to merge with those in the same field. They are jealous of each other and they are often antagonistic. They leave neglected many fields which need service badly. They do not get together for common action. They often represent only the wealth of the community and its reactionary social attitude. They too often stand in the way of real reform and seek to perpetuate the present system—and their jobs. It is a costly and inefficient system. It is charity.

TO many people the evils of politics are the most telling argument against public operation of anything. Here again my observation leads me to believe that "playing politics" and all that term implies is an almost universal human attribute and not a method of action or an attitude of mind limited to those on the public payroll. Only a person living in a vacuum will deny the existence of politics in churches, lodges, college faculties or fraternities; trade unions, medical societies, big and little businesses, trade associations, and every other human institution. There is just as much nepotism and favoritism in big and little business as in the political world—and just as much wire pulling. To deny the existence of politics in private social work is to shut our eyes to reality.

This is not a denial of inefficiency, or political corruption in public life but an endeavor to point out that these qualities are characteristic of most institutions and individuals. They merely get more publicity in politics where it is part of the game to show up one's opponents whereas business and perhaps social work buries its dead without public funerals.

We have it in our power more easily and more quickly to improve the standards of public service than we have to improve those of private business as soon as we, as a people, take more interest in public service than we do in private business. We can elect efficient men to public office but we cannot guarantee honest men at the head of private business. In the long run people who are motivated by the desire to give themselves to public service at a comparatively low financial return are more likely to be honest than those who are motivated solely by the desire for personal profit in a competitive world where unethical methods are almost unavoidable as the price of success.

We may agree on the immediate future of social work under public auspices but what of the more distant future? An ex-

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president once said "My future is all behind me." I hope this will soon be true of all social work, public or private. We must see that it is a palliative, a form of compensation for the inadequacies of our economic and social system, and should be abolished. If half the time spent by social workers in the past fifty years had been spent on preventive work instead of on binding up the wounds of victims of our system we might have come sooner to the beginning of a planned economy. In fact I believe that social workers as "the wrecking crew of capitalism" have stood solidly in the way of social reform. If the present trend towards planning continues with its emphasis on cooperative action for the good of the individual there is no reason why all social work as such should not rapidly pass out of the picture. If we achieve real honest-to-goodness economic planning, so that every man, skilled, inefficient, maladjusted or handicapped, who wishes to work can get a job at a living wage with compensation from national unemployment reserves when work is not immediately available, just about 90 percent of the customers of social work will disappear. To this add a program of old-age pensions, some form of group medicine or sickness and disability insurance, modern housing, and an educational program which emphasizes self-mastery and creative self-expression in a cooperative world instead of the mere acquisition of knowledge, and practically all need for social work vanishes. There will still be the mentally and spiritually unadjusted but in such a society they will be far fewer in number than now and may well become the responsibility of the new leaders of religion, trained to make psychological and spiritual adjustments.

In its final essence this problem of the social work of the future has at its heart that most fundamental of all questions "Can human nature be changed?" It has as its corollary that other question—"Shall I work for myself with or without the aid of my fellow beings?" If you believe that human nature cannot be changed you will probably decide that you must work for yourself at the expense of your fellow man, and will decry efforts for cooperative functioning in our collective capacity. If you believe human nature can be changed you will probably believe you can best advance yourself in the highest sense by working with and through others; you will believe that human beings need not be victims of blind economic forces but can be masters of themselves and of the material world and together can eliminate social and economic injustice.

HAROLD P. WINCHESTER

PRIVATE

Demands for government monopoly of social work represent merely an extreme reaction from individualism.—SPENCER ERVIN.

WHETHER social work shall be done partly by the government and partly by private effort or wholly by the one or by the other is not so important as that it shall be adequate in scope and satisfactory in performance. Anyone interested in private social work who would argue for its continuance in the face of a demonstration that the community would be advantaged by its surrender to public social work could not be considered a very good citizen.

If, then, in this article I set forth the reasons which lead me to believe that private social work should continue, I do so not because of loyalty to associations, but, so far as those associations permit me to have a wider view, out of loyalty to the community. I do not believe that it has been or can be demonstrated that in the interest of the community private social work should cease. The difficulty of such a demonstration becomes apparent the moment we expand to the measure of its implications the proposition that the government should do all social work. We then see that we are necessarily asserting that at no time and in no place within the territorial limits of the government of the United States should there exist any cooperative enterprise for the satisfaction of specific human needs by private action within the field of, or perhaps I had better say, by the methods known as social work. We are necessarily asserting also, it seems to me, that the government should take steps to bring about and maintain the monopoly of social work which it is said that it should have. I do not wish to overstate the position indicated by the title of the preceding article, but if the government is to do all the social work which is now being done or may later be initiated, there must be at all times a complete consent that it should do it: an absurd supposition in a society of 120 million people; or there must be compulsion: by law and by the force upon which law ultimately depends for its enforcement against recusants.

WE may concede at the outset the ability of government to enlist in its service the same loyalty, enthusiasm and initiative claimed for private operation. And let us assume that such influences as place-hunting can be obviated or sufficiently minimized. Are there nevertheless some limitations inherent in government operation and what is their tendency and effect?

Any activity of government requires authorization. We distinguish an act as governmental by its relation to the public official who does it under an actual or purporting previous authorization embodied in a statute or ordinance. John Jones, public welfare commissioner, orders or does thus and so. We assume that he is authorized by law, and he is, or his act is not governmental. Now the law which is his authorization has limitations. It need not and will not attempt to specify every act which it authorizes. Nevertheless it does mark out a field of action within which there may be a large measure of discretion but outside of which there is no authorization at all.

A difficulty inherent in law is to confer the discretion necessary for accomplishment without yielding all control over the administrator's action. We see this difficulty frequently illustrated in the discoveries of legislative committees of investigation. We see it also illustrated in the acts of the public official who sees what ought to be done but fears that if he does it he will be made the subject of a legislative investigation. With social work all in the hands of government, the beneficiaries of social work will have no escape from the tyranny or the evasion, as the case may be, of the public official upon whose activities he is dependent. At present he can get aid elsewhere.

Another difficulty inherent in government is the relative slowness with which it can make changes. Legislative bodies are not in continuous session. When they are in session they have a multitude of proposals to consider: not merely this one proposal important to social work. And they must hear objections, and debate them. Private bodies can act much more quickly. Needed adjustments or permissions lag in the one case and are obtainable promptly in the other. This means that public social-work policies will always tend to develop and correct themselves much more slowly than private policies. Of course, if there is no longer any private social work, the contrast will not be evident but the effect will still exist.

Governmental policies are subject to sudden changes as the result of changes in the convictions of legislators or voters. With the changes in policy often come changes in personnel,

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entirely apart from any question of place-hunting, for the old administrators are identified with the old policies. These changes are not necessarily all good. They may be distinctly retrograde. If they are retrograde, and there are no private organizations in existence to continue the desirable policies, the social loss may be very great. Private societies are not so subject to sudden changes of policy and personnel. But if they were so subject, there is still an argument for their continuance, on the ground that their changes would not be likely to coincide in time with those of the government.

Government represents the whole community. Private organizations represent a special interest. It will not do to assume that the views expressed by this special interest will always be right, but it is clear that they are likely to represent expert opinion in their field. This expert opinion is an aid to the government in the determination of its policies in the same field. What becomes of this opinion if the private organizations are suppressed? Yes, the government has its own experts. But they are not free. They are employes. The government is not obliged to consult them. Public opinion, if it is attacking their acts or policies, may demand that they be not consulted.

One of the basic problems of government is to keep its policies sufficiently before the electorate to win such understanding and approval of them as will prevent their discontinuance through a change in administration. Many a good administration has gone down before a revolt of the electorate based largely on the discontent of ignorance. We do not like to be kept in the dark on matters in which we are concerned. It is also true that there are policies which the public must be educated to support through changes in administration. The care of the public health, for example, must not be discontinued when the government changes.

NOW the activities of government are so many and diverse that no administration can hope to keep the public fully informed on all of them. There is always a danger that the public may not know the importance of a given service, and may insist upon its curtailment or abolition. It is upon the interest of private groups that we depend for keeping before the public the claims of many public services. It is true that each such service might have its own bureau of publicity, but how long would such bureaus be permitted to spend public money for the defence of policies under attack?

I have not yet spoken of initiative. There is no reason why a man who has initiative should suddenly cease to have it when he enters the public service. We may grant the existence of plenty of initiative among public officials. But the scope for its exercise is another matter. Its exercise in new fields costs money and may prove futile. The experiment may prove a failure. And the public is not especially tolerant of unsuccessful experiments with tax-money. The private organization however can make these experiments with its eyes open. There are always people to be found who are willing to risk their money on a new venture.

Let us now leave the state and turn to the citizen, whose interest in social work, if private social work be abolished, must find expression through the state or not at all. First of all, he may not initiate any new ventures in social work. No matter how important he and his friends—mistakenly or not—may deem any venture, it is *verboten* to make it. As the field within which social work methods are applied widens, as it will widen, these restrictions will result in a great diminution of the field of voluntary giving. But voluntary giving is an agency of spiritual development. It may be, and often is, the product of egoism merely, but it may also be, and often is, a very important outlet for ideal motives. To fetter these so largely is a damage to the individual and to the community. I do not emphasize the restriction of personal liberty because that perhaps stands or falls according to the preponderance of social good which it may accomplish, and the existence or non-existence of this preponderance in respect to the abolition of private social work is here in dispute. But I will point out that even a preponderance of social good, unless patent, will not prevent assertions of liberty in defiance of the law and that the state is likely to find that this particular restriction upon liberty will have rough sledding.

Why should we put all our eggs in one basket? Why give the government a monopoly of social work? Let us have social policy insurance as well as social insurance. Why not have an anchor to windward against the possible failures of state social work?

LET us progress by evolution and not by revolution. I venture to say that the overwhelming preponderance of professional opinion is that private social work should and will continue. That opinion may be wrong, but it is entitled to consideration when we are discussing what may or should be. Nor can we dismiss it as biased, though it includes or even perhaps consists chiefly of opinions from those engaged in private social work. These professionals will not be out of a job under a state monopoly. Their services are now and will continue to be in demand for the staffs of public agencies. Let me quote only one pronouncement by professionals which seems to me to represent very well the purport of the considerable number of essays and findings which I have read. It is part of the Report of the Committee on Individual Agencies of the Southern Institute for Social Work Executives held at Blue Ridge, North Carolina, in July 1932. Paul Beisser was the chairman of the Committee:

> In order to discuss the relation of individual agencies to the external controls which affect them, it is necessary to visualize the place in the scheme of things which individual agencies, private and public, do and will occupy, and to make certain assumptions as our knowledge of the facts may permit.
>
> To begin with, we assume that no agencies have any inherent right to existence, or to permanence, no matter how they came into being, and that their fate rests with the process of endless change. We also assume that we are not headed for the socialized state where the only machinery for communal action would be the government.
>
> We set up the proposition that as democracy is increasingly achieving the conscious control of social progress, it has a place in it for two forms of organized effort in the direction of this control. The first is public administration erected by the will of the political citizenry to carry out the essential services which citizens generally agree are needed to provide for all of themselves who need such services. The underlying philosophy here is that it has become the obligation of government to play a large part in guaranteeing economic security and social protection to those of its citizens who need it. This task has many facets but the two, which concern a discussion of individual agencies, are the operation of public social agencies, and the responsibility of the government to set up adequate control over the establishment and conduct of private agencies that will protect the community and also the private groups which maintain a social service.
>
> In passing it should be noted that we also proceed on the assumption that government is improving in the quality of its performance and that continuing improvement in the social-work field will and must be affected by the watchfulness and participation of individual agencies and groups in the private field. . . .
>
> The public services however have inherent limitations. They must be essential, common to everybody, without discrimination, of

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accepted and well-tried status and they must take everything that comes to them in their line. Citizens in a democracy have other and more vital interests than their political franchise. These other interests, involving connections with organized institutions and groups other than government, are founded on other motives—religious, spiritual, humanitarian, aesthetic, self-preservative, enlightened selfishness, altruistic or just curiosity. These motives give rise to desires to do something about something or about everything, and are the well-spring of innumerable attempts along social and civic lines.

No progressing civilization can do without this ferment, nor can it afford to choke it off. So long as a system of private wealth exists, some people will have the means to try what they please. The amazing variety and complexity of the private social agency field is the result of the operation of this process, largely during the past century. . . .

May I suggest, in conclusion, that demands for government monopoly of social work represent merely an extreme reaction from individualism. Some aspects of that were bad, therefore it is all bad, and collective action is all and altogether good. Such reactions, though understandable, cannot be part of the statesmanship which must guide us into a new order. That statesmanship will conserve the best of the old and weave it into the new.

SPENCER ERVIN

BOTH

. . . our cultural background furnishes reasons for believing that we might devise plans for public and private collaboration. —EDUARD C. LINDEMAN.

In the fuller realization of that type of economy (planned economy), the stubborn heritage of American civilization must be kept in mind. Planning cannot ignore the human elements in the situation—the traditions of personal liberty (though often violated,) the inventiveness and experimenting spirit of individuals, long-continued institutions of local government, ways of living, standards of life, and easygoing democracy of customs. It must conserve the dynamics of enterprise which has been so marked in the conquest of this continent.—*Charles A. Beard.*

Here an observation forces itself upon me, that in general, the further any measure is carried from the people, the less their interests are attended to.—*The Journal of William Maclay.*

DEBATING is a defective method. It is appropriate, perhaps, in courts of law where absolute conceptions of right and wrong prevail. Actual experience in the day to day flow of life knows few, if any, absolutes. When we ask people to assume absolute positions with respect to controversial situations we must realize that we are asking them to make intellectual choices which they cannot validate in actual behavior. This is a doubtful procedure: experience continues to be graded, relative, and flexible, whereas ideas about experience tend to become absolute and fixed; the two poles of experience, namely thought and action, are thus driven farther and farther apart, and if the separation proceeds sufficiently, experience will ultimately become a denial of thought. It would be simple and perhaps satisfying if we could go forward by making either/or choices, but however that may be, plain common sense (as well as scientific sense) tells us that the world we happen to live in is not constructed that way. Ours, for good or ill, is a relative world in which nothing remains definitely true for long. It is a mutable world which, apparently, isn't finished. And, so far as human affairs go, it is a world which tends to become increasingly dynamic. Nevertheless, debating serves a useful purpose: it helps certain people to clarify their ideas; one of the best devices for thought-clarification is to polarize conceptions, that is, to push them to their logical extremes. This represents a useful dialectical exercise, provided those in controversy do not assume that they will act on the basis of either of the heightened extremes; that is, so long as they realize that what they are doing is intellectualism and cannot be duplicated in overt experience. Unfortunately, most debaters, and still more unfortunately, most listeners to debates, come away with their prejudices and biases strengthened and reenforced; the usual outcome is to increase the number and intensity of their blindspots.

THE foregoing and tedious introduction is simply my way of saying that I do not wish to discuss the essays of Messrs. Winchester and Ervin as contributions to a debate, except to say that from the debating point of view Mr. Winchester certainly holds most of the trump cards. He argues from the standpoint of fact, of immediacy, of practicality; those against whom his shafts are sent are already on the run; power in present-day social work is now in the hands of public officials. Besides, Mr. Winchester sounds enthusiastic; he makes his cause seem both adventurous and courageous. And, finally, he presents arguments which are forceful and telling and which are not adequately refuted by Mr. Ervin's rejoinder. Thus, in terms of debating technique, Mr. Winchester wins.

When he steps down from the spot-lighted dais of debate, from the romantic land of Either/Or, and into the dimmer atmosphere of realistic experience, Mr. Winchester's high colors begin to lose some of their charm. And, by contrast, Mr. Ervin, who has thus far remained somewhat in the background, and has spoken so softly and so hesitatingly, moves forward. What he has said seems apologetic, backward-looking, conservative and many, no doubt, have not heard him through. Some, I know, have listened, at least with one ear, if only to catch a morsel of conservatism at which to scoff. There may be a few who have not fallen into the arms of either Scylla or Charybdis, who have not assumed absolute positions with respect to public versus private social work and to these some words spoken in tolerance may be appropriate.

It seems to me wholly clear that equalized taxation is the just and sound method for carrying the costs of social services. Also, it seems to me both fair and imperative that we find ways of redistributing our national wealth; taxation for public services is one of the ways this may be accomplished. Finally, it seems to me that those who contend for the continuation of private social work by insisting upon their righteousness, their inventiveness, their efficiency, and their generalized superiority over the public servant are performing a distinct disservice to their profession and to the country. In brief, it seems to me inevitable that the government shall in the future assume the major responsibilities for social welfare. I do not favor public social work, however, simply because it seems inevitable. Being a pragmatically minded person, I strive to make the inevitable also desirable. This cannot be done, so I believe, by accepting Mr. Winchester's program of rapid and permanent assumption on the part of government of all social services. Most of the affirmations which I shall introduce later in an attempt to modify Mr. Winchester's position are drawn from my conception of the nature of American life and culture. Perhaps it is slightly more meaningful to say that my interpretation purports to remain close to cultural reality. Always my striving is for true choices, decisions upon which people can actually base their conduct. This, it seems to me, is not merely sound logic but also the pathway toward mental health.

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If the past experiences in American "crowd-mindedness" are to be taken as a guide, the present trend toward public services may be suddenly reversed. In fact, it is entirely likely that President Roosevelt will be succeeded by a Republican. Does any one with a grain of realistic sense believe that the succeeding Republican administration will continue the public services initiated by the Democrats? What will happen in Washington when the Republicans move in and the Democrats move out will resemble a military evacuation. But, suppose for a moment that Roosevelt is sufficiently successful to remain in power for two terms; who is then likely to succeed him? If the New Deal has been moderately successful, his successor will be a Democrat who is more conservative. If the New Deal is not so successful, a Republican president of decidedly conservative tendencies will be the successor. In any case, the likelihood is that there will be a reaction. In fact, the reaction against large expenditures of public funds will probably set in the moment the general feeling arises that the so-called depression is over. The underlying philosophy of Americans has not been changed in a fundamental manner. Cultural changes do not come about so easily. Most of the changes which point in the direction of public welfare have been actuated by fear or by the belief in temporary emergency. These are not incentives to be trusted. The strategy of statesmanship is, not to expand these services too far and thus cause a sharp reaction, but rather to consolidate certain gains, to see that public social work is effectively performed, and above all, to forestall the formation of political bureaucracies.

THE term "planned economy" is beginning to serve the function of a gospel symbol to many. I should, perhaps, assume my share of responsibility as a publicist for popularizing this concept because I have so long and so consistently spoken in its behalf. However, those who claim too much for economic planning will become its liabilities. The term "planning" is not a magic formula of redemption; on the contrary, its main implication is hard work. Let us suppose that one of the social aims of a planned economy is to provide basic economic security to those who are prepared to work. Does this mean, as Mr. Winchester seems to infer, immediate elimination of social unadjustments? It seems to be patent that many of our present forms of unadjustment would disappear if society as a whole would absorb the risks of unemployment, sickness, accident, and old age. But, it seems to me equally clear that new forms of unadjustment would arise under the dispensation of security. The highest level of professional social work will be reached when the social worker is freed from the mechanical task of furnishing food, clothing and shelter to those in distress and is allowed to function on behalf of the adjustments of personality to a changing society. It is my opinion that the need for this higher type of social work will increase in proportion as society itself becomes more dynamic. But I do not believe that this higher form of social work should be controlled solely by whatever political party happens to be in power. However enticing dictatorships may seem to others, and however necessary they may appear to be in certain crises, it is my firm belief that the only form of government which is likely to endure for long is one which allows for continuing interaction between the private citizen and the employes of the state. In the United States particularly, it seems to me that our cultural background furnishes reasons for believing that we might devise plans for public and private collaboration. Mr. Ervin makes an excellent point in this connection. He indicates that, under a thorough-going public control of social work, instances of social unadjustment would need to be defined by statutory law. The social worker would then be limited by the phraseology of the statute. Illustrations of this stratification and stereotyping of social service have already come to light under emergency relief. In some localities, and the tendency is toward expansion of the idea, applicants for relief must take "pauper's" oaths and sign an affidavit guaranteeing their dependence. The price exacted by government for securing relief is legal admission of pauperism. The consequences of such procedures to personality are in themselves shocking to say nothing of the social results of a legally-constituted class of paupers subsisting at the mercy of affidavit-taking social workers who, in turn, are dependent upon the shifting fortunes of politics.

The only antidote for mechanized social work as well as for bureaucratic government is participating citizenship. Otherwise, dictatorship is the solution for all our problems. Under a dictatorship, either of an individual or a bureaucracy, all of the norms of life may be set from above and all the citizens may be coerced into obedience. The American people have, however, enjoyed some experience with the democratic way of life, and I do not believe that they will readily submit to wholesale regimentation. Dictatorships may succeed very well among people who have had no experiences in freedom and self-government. Those who wish to lead us in this direction seem to me to overlook entirely "the stubborn heritage of American civilization."

Our cultural background seems to me to point toward a future plan of social work which consists of collaboration between governmental agencies, private institutions and organizations, professionally-trained social workers, their clients, and socially minded laymen. On the side of finances, governmental units should assume all, or at least a major portion of responsibility. Policy-making should be in the control of groups of professional social workers, clients and laymen, and not in the hands of a few government employes nor of legislative bodies. Experience has demonstrated that such collaboration is not merely feasible but is also highly effective. Many of our state institutions are financed through taxation, managed by trained personnel and controlled in policy by lay boards. It is precisely in such institutions that politics has played a lesser role. And, it is in such institutions that experimentation has been allowed to flourish.

IF we are to travel in the direction indicated above, the terms of the current debate will need to be altered. Our real question should be stated: Public *and* Private, not Public *versus* Private social work. The proper aim is to eliminate charity, not to divorce the private citizen from interest or responsibility respecting the social problem. Mr. Ervin seems to think that those who exercise charity are thereby benefited. Perhaps so, but let them seek the larger benefits of participating citizenship; let them see that there are still greater opportunities for personal growth in social collaboration. And, by all means, help them to see how often charity becomes the shield which obstructs justice. I can foresee the time when every socially minded citizen will be able to demonstrate his sense of social responsibility by aiding in the just administration of material relief, of old-age pensions, of health-insurance schemes, of unemployment insurance, of proper care for defectives and delinquents, and of services designed to deal with the more subtle forms of human unadjustment which ought always to remain the private concern of the client and his professional consultant. We might, all of us, hasten this achievement if we turned some of the energy which is now devoted to debating and unrealistic wishing in the direction of true social planning.

EDUARD C. LINDEMAN

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Nerves

By GERTRUDE SPRINGER

What can the relief worker do about:

The girl of fourteen who flatly refuses to go to school in the second-hand clothes that are provided for her?

The man who swears he will kill himself and his family unless he gets a job within twenty-four hours,—"and he's just the kind who might"?

The woman who won't see a doctor and whose husband reports that she cries all night and he's afraid for the children?

"SHE'S a stubborn, ungrateful, little piece who ought to have a good spanking," snapped the home visitor.

"No doubt about it," Miss Bailey agreed amiably. "But fourteen is too old to spank and too young to throw away. So then what?"

"Well, don't ask me to give in to her. We've given her as good clothes as we have, and if she doesn't want to wear them to school I'd put the truant officer on her. Serve her right."

"That's an idea. But I wonder—. Just exactly what are the clothes that have so upset her?"

A too-tight coat and black cotton stockings were, it seemed, at the root of fourteen-year-old Carrie's rebellion.

"Cotton stockings?" Miss Bailey interrupted. "Are we really trying in this day and age to make young girls wear them?"

"They're perfectly good stockings, and she ought to be grateful she has any kind of a coat at all. Instead she fights me every inch of the way. Says I'm just an old maid. She's getting the whole family turned against me."

Miss Bailey was silent for a moment and when she spoke her voice had a new edge.

"And so, to make Carrie grateful for benefits she hates you're willing to upset the whole family. Do you think it's worth it?"

The visitor did, most emphatically. Suppose she did stir around with the clothing committee to find a coat that fitted the girl's over-developed figure; it would just be something else next time. As for the cotton stockings the committee had had a big donation and somebody had to wear them.

"But there are plenty of older women who don't care. Why make them an issue with Carrie? I'm sure the committee has other kinds of stockings."

"What if it has? Why should we give in to this girl's stubbornness?"

"Because it takes two to make a fight, even when it's about nothing. Now don't flare up at me," Miss Bailey's voice was smooth again. "I'll not ask you to back down, but don't you think yourself that someone who doesn't represent conflict to our young lady might be better able to straighten out her kinks?"

"You mean you'll put another visitor on the case?"

"Certainly not. But what do we have volunteers for if not to help us on kinky Carries and the like? Why don't you tell Carrie that while you can't do anything about her clothes you know a girl who might be able to, at least who'll try. Meantime I'll get hold of that nice Dunlap girl who was so good with Mamie Johnson. She's young and cheerful and can unstiffen young Carrie's back if anyone can. Even fourteen can't call Margaret Dunlap an old maid. She'll have time, as we haven't, to get at what's back of this fretting over clothes and to help the child fix up her things so that they give her some satisfaction. You know it isn't usually their second-handedness that makes the girls in relief families hate the donated clothes, it's the lack of choice that they represent. And of course so few of the girls or their mothers have any skill in refitting them and making them look like something. And clothes matter so terribly at fourteen.

"I wonder if you couldn't wangle just one pair of decent silk stockings out of the committee for Carrie?" Miss Bailey was watching her step. "It would break the ice for Margaret Dunlap without letting you down at all. But your own judgment is best on that. Of course you have too much sense to quarrel with an adolescent girl.

"And I wish," quoth Miss Bailey to herself as the door closed behind her visitor, "that I were as sure of that as I sound."

COOL common sense and its twin sister, a sense of proportion, are, it appears, increasingly necessary equipment for relief work these days when long stress has drained the nervous reserves of workers and clients alike.

"Girls and boys who have come up to adolescence in families who are under the strain of relief routines are having an exceptionally hard time of it," says a supervisor in a Midwest city. "I've dealt with adolescents all my life, but the present crop has a positive genius for getting everybody by the ears. There's no use telling the workers to keep clear of the youngsters in the family. The youngsters won't let them. And the moment there is an active conflict set up, the worker is done for. Maybe Mama can't do anything with Mary herself, but let the worker try it and Mama is all on Mary's side. We try to avoid issues that give adolescent resistance a chance to build itself up. We give ground over small things—and with girls it's usually clothes—rather than to start a fight which might jeopardize our relationship with the family. It's hard on the workers to have to go along in situations where a good hard smack seems indicated, but in the long run it's easier. Occasionally we are able to relieve tensions by getting a volunteer on the job, but it has to be a very special volunteer, neither highhat nor sentimental, who understands youthful emotion and has the skill and imagination to find outlets for the adolescent ego other than conflicts with the relief worker."

But while adolescent nerves are trying on tempers, adult nerves often present situations so acute as to stagger workers who find no rule in the book for dealing with them.

"I don't suppose there's anything we dread so much as a suicide in one of our families," says a city supervisor of long experience, "and never a week passes that we do not have a threat of it. At first our new workers were thrown into panic when a client announced that he proposed to kill himself,

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called the police or an ambulance or something. But they have learned to size up these threats and to judge between what is a desire for attention and what is an expression of deep despair. But just the same we watch these cases like hawks. The increasing numbers of those who take that way out show us that the answer cannot be a nonchalant, 'If he talks about it he won't do it.'

"We have a standing rule that any suicide threat must be reported immediately to this office. Not that we can do anything more about it than the worker can, but it is a help to her to share the responsibility. Apart from that we haven't any rules but move as each case indicates. A good deal depends on the kind of worker on the case. If she is calm and unflurried we are apt to keep hands off, but if she is nervous and jumpy we often take another tack. Usually we have the disturbed client come to the office to see a worker of tested poise and understanding who has time and skill enough to get him to unburden himself. Even the activity represented by the promise that 'someone who understands nerves wants to talk things over with you' will buoy up an overwrought client. And believe me, we keep every promise of that kind."

"IN our relationships with over-strained clients few things are as important, it seems to me, as this business of promises. No one knows better than I do how hard it is, given our load of work, to keep promises. Ordinarily we avoid breaking them by the simple expedient of not making them. But with a client in a tense nervous state a promise, made and kept, may often serve as an important part of the treatment by which the worker helps the troubled person over a critical emotional situation. Of course some of our not-so-bright workers, in spite of everything we can say, toss off impossible promises promiscuously and leave a trail of hard feelings behind them. But the good ones know better, and when they make a promise we realize that it is for a sound and definite purpose and back them up in keeping it at whatever cost in time and trouble.

"Only last week one of the visitors—and she isn't the excitable kind—called up to report that a man long on relief had told her that he had come to the end and that unless he got a job in twenty-four hours he would kill himself and his family and, she added, 'he's the kind who just might.' She told me why she thought so, and I had to agree that he 'just might.'

" 'What have you done about it?' I asked her.

" 'I've dated him to see you at the office at nine o'clock tomorrow morning, and I've promised him he won't have to wait,' she answered. 'And, though it's like telling 'em to eat cake, I've sent in tickets for the whole family to go to the movies tonight.'

"I'm not so sure about the movie tickets, but dating him for an interview with a 'higher-up' was a good idea. When he came I didn't urge him to talk about his feelings but about his work-record and then busied myself calling up several employers, pressing them for work for 'a very special man,' and wringing out one agreement to 'see what I can do, call me again tomorrow.'

"I wish I could say that I dug up a job for him and that everybody lived happily ever afterward. But it wasn't as easy as that. However the man hasn't killed himself yet. He comes in every day or two by appointment, and gradually he has relaxed and talked. But if we can't turn up a job pretty soon. . . ."

Crises, disturbing as they are, are not as distressing, say the workers, as slow disintegration under the cumulative strain of insecurity and loss of confidence.

"If mass relief has proved anything," says a supervisor in a western city, "it's the truth of the old saw that man does not live by bread alone. We feed and clothe these people as best we can, and until there is a serious blow-up we assume that they are all right. But once in a while we have a glimpse of what is happening to them. We have a case right now, the Foster family, who kept their stamina through two years of grocery-order relief. But several months ago Mrs. Foster began to lose interest in everything. We tried and tried to get her to see a doctor but she refused. She got lower and lower, but she insisted there wasn't anything the matter with her and there wasn't anything we could do about it. The other day the husband came to see me—said his wife cried and walked the floor all night and he was worried to leave her alone with the children.

"After I heard the whole story I didn't blame him. I was worried too. The woman was simply crushed with discouragement, and rarely have I felt more helpless. We agreed that a doctor wasn't perhaps what she most needed and that instead of nagging her further about it we would all try to put something in her life a little more interesting than a grocery order. Perhaps the mothers' club she used to belong to would help; perhaps some old neighborly contacts could be revived. The husband agreed to be more determinedly confident about his future, and to find reasons for his wife to get out more. The worker agreed to give more time to her weekly calls and to make them leisurely, friendly visits and not routine check-ups. I agreed to find some movie tickets and to fix up some kind of a country outing to offer her with the first spring weather. And we wouldn't any of us try to drive her into anything.

"I don't know how it will turn out. It all seems pretty futile in the face of her profound discouragement. Cash relief with its incentive to personal management would be a tonic for that woman and a job for her husband would be her cure."

Strictly speaking the personal problems of families are, say the supervisors, beyond the responsibility of the emergency relief worker who cannot possibly keep a man from killing himself or force a doctor on an overwrought woman. "But she would not be the person for the job if she were not sensitive to these situations and did not respond when troubled people turn to her for help, often with obscure, defensive gestures. With conditions as they are, about the only help we can give in an emotional crisis is our own time, time to listen and to understand. We cannot solve these people's problems but we can give them such comfort and release as comes from unburdening themselves to a quiet receptive listener."

THE routines of mass relief, long endured, have imposed heavy strains on the nerves of both workers and clients. Bona fide situations testing patience and understanding are here discussed by experienced supervisors from different parts of the country. This is the fifteenth article in this series, all of which are now available in two pamphlets, Miss Bailey Says . . . (see page 174). Next month, When Clients Are Set in Their Ways.

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The Poormaster Meets Uncle Sam

By L. JOSEPHINE WEBSTER

Director of Social Work Supervision, Unemployment Emergency Relief, Vermont

"START with Mr. Tudhope," said the state director of Unemployment Emergency Relief Work when I asked for a not-too-bad overseer for my first visit.

"Do you think I'd better phone and tell him I'm coming?" "Oh, no, he'll be on the farm somewhere." And there he was on his porch, gun in hand as though some protecting spirit had warned him that the arm of Uncle Sam was reaching out even to that ancient institution, the Vermont town overseer of the poor.

Slowly Mr. Tudhope read and reread my letter of introduction from the official well known to him as state commissioner of public welfare:

> This is to certify that the bearer of this letter is employed by the Federal Relief Administration for the purpose of doing social-welfare work among the families who are receiving relief from the towns which have been reimbursed by the Federal Relief Administration and I ask that all courtesies be extended to her by the overseers of the poor and the selectmen.

"We'd better go down to the village and see the clerk," said Mr. Tudhope, evidently feeling the need of a friend. As we entered the village street he called to a passer-by, "Hi, John, here's a woman come to help us work that example we couldn't do last night."

In the clerk's stuffy office we went over the list of families receiving town help, attempting to separate the chronic poor from victims of the depression.

"Now here's Tom Slater," read Mr. Tudhope from the order book, his only town record of poor relief. "I'll be honest with you, he's a regular."

Mr. Tudhope and the clerk listened to my explanation of the regulations governing federal relief—that it must be given only when needed and must be adequate to prevent suffering. There is little danger that a town overseer who knows everything about everybody will give from town funds where there is no need. But adequacy, as I learned, is another matter and varies with the personalities of the 248 overseers of the poor in this state of 359,000 people.

Many of the town-poor live on remote back hills. Sometimes even the Ford had to be abandoned and the last lap of the journey made on foot. Rents are not a large item in the budget. Five dollars a month in rural districts is not unusual. Often an abandoned farm is thrown in with the house, but not the kind of farm the administration is favoring for subsistence homesteads. Frequently a little red schoolhouse, no longer serving its original purpose, shelters a dependent family.

Our approach to families is simple and direct. "The government sent me to see you. It is concerned about the hard times you have been having and is working to get employment for everybody. Meanwhile it wants to know the conditions and to prevent suffering as far as possible." The response is always friendly. One hears, "That's nice of the government. I should think it would want to know." Then a brief record and a weekly budget of income and needs are filled in with the help of the family. Special note is made of physical disabilities.

Even this short-time contact has brought to the social worker a deep appreciation of the patience and courage of these families. Complaints are few. "I know the government is doing the best it can," said one. "I know we don't get what we ought to have to eat," said another, "but I reckon we're lucky if we don't go hungry."

Sometimes little gifts are pressed on the worker, a slip of some cherished plant, a red geranium blossoming in a tin can, a rosy cheeked apple. One little woman said timidly, "I have something kinder nice I'd like to show you." Eagerly she produced from her top bureau drawer a bit of carved bone brought to her years ago from China, which she wished to sell. Unfortunately the cherished object only brought $3 but let the little woman's letter speak for itself:

> You don't know how thankful I am for that three dollars. I had my husband put it in his pocketbook and he says he's rich. I thank you ever so much for selling that piece because that money sure comes in handy. I haven't even seen as much as that since my husband stopped working in the stoneshed three years ago.
>
> There's a kind of herb that I read about that cures anemia and I guess I'll take some of that money and send away for it. If I can cure my husband with it he won't have to sit and stew and fret.

Just as a footnote: liver was supplied for the anemic husband and for weeks a sixteen-year-old son brought home real money from a real job under CWA.

ONE of the surprising things in this dairy state is the lack of milk in the diet of families on relief. Here, where milk can often be purchased for five cents a quart, we found many families with little children doing without it. Mothers were nursing babies long past the nursing period because they were unable to get cow's milk for them. One village which was providing no milk for dependent children was sending to Boston, from its town-farm, quantities of milk for which it was receiving less than three cents a quart. In this same town 25 percent of the expenditures for relief went last year for medical care, a situation which made it easy to talk proper diets as an economy measure.

After certain sample families are visited the social worker gets acquainted with that part of the community which is interested in welfare activities, the Red Cross, Parent-Teacher organizations, King's Daughters, teachers, physicians, clergymen and so on. Always there is some organization to pin to, perhaps only the Ladies Aid of a federated church struggling with social problems too complex for it. Usually they welcome an opportunity to talk over their puzzles.

Probably the most important of all is the next step, the return to the overseer to talk over with him the families visited and to show him how his relief-giving compares with state and federal standards. The Vermont overseer has been a rule unto himself for there is no law for state supervision of the manner in which he performs his duties.

Most of the overseers are elected in the faith that they will save town money and only rarely are social factors an element in their choice. They must be hard-headed men who will not be taken in by "the unworthy poor." In normal times the job was a small side issue, paying perhaps $25 annually, with few applications for relief to interrupt the overseer in his regular

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business of making a living. Any able-bodied adult who asked for relief must, it was assumed, be a shiftless ne'er-do-well. Hence the defense weapons of the poormaster—the poor-farm threat, the harsh tone, the scowl and the hard-of-hearing ears.

But now the situation has changed. The "pauper lists" have rolled up. State and federal statistics and reports are required. State and federal standards are set up. Meantime citizens struggling to pay taxes on unprofitable farms scrutinize each town expenditure more than ever. The overseer's troubles are increased a hundredfold though his scanty salary remains the same. To such an harassed official the social worker goes with new requirements and suggestions. He perhaps has heard that a woman is coming around to "check up" on him. How is she received? Strangely enough in this stronghold of individualism, with, usually, more friendliness than not.

"I don't want any dictation from Montpelier or from Washington," has been heard only twice. Of course the overseer is braced for admonitions and new-fangled notions. But if the newcomer takes the passive role, makes of herself a sympathetic and understanding listener, he soon relaxes. True she comes with certain curious standards of relief-giving, but back of her he often shrewdly senses a bulwark against the criticism of his neighbors.

"Would you say my grocery orders aren't right?"

"Not quite," says the social worker, pointing to the standard budget sheets.

"Then will you write that in a letter that I can show to these women who have been complaining about me?"

And again. "You say that family should have four quarts of milk? All right, I'll tell folks you said I had to do it."

When a turn of sciatica obliged the field worker to give up for a time the long, hard driving she took up headquarters at the state Capitol and sent word to the overseers of her district to bring in their town order-books. It was immediately evident that the setting of the Senate Chamber, where conferences were held, added prestige and importance to the proceedings. The overseers made notes of things to be done for their families—the Sherman house to be repaired for winter habitation, milk for the Jones' children, another stove for the Boyers, a sanitary water supply for the Harrisons.

Sometimes the social worker trained to understand human relations is startled by the insight of a town official and his ability to state complex problems in simple language.

"The first day we gave Tom Smith a job on Civil Works he got dead drunk. But I figured out he was just scared. You see he'd been in the poor-farm for over a year. He felt safe there and he didn't have much to do, so he got soft. Then we put him out to work on the road and it was too much for him. Reckon we'd best give him another chance."

That this colonial system of poor relief administration does not unaided meet the need of today is becoming apparent even to the overseers.

"They couldn't give me this job another year if they tried," says one, and from another, "This isn't the way to do it. There ought to be someone who knows how, with plenty of time."

And so the arm of Uncle Sam is reaching out even to the most isolated towns and unorganized "gores" of this small state. Seven social workers, the best that could be found, are serving its fourteen counties and finding it the most challenging job they have ever known. What can be accomplished now and what can be carried over into the future depends to a large extent upon the time element and, as we know so well, upon the social workers' skill in casework, not so much with families perhaps as with officials and communities.

Mike Takes His Pen in Hand

By ESTHER M. TAYLOR

HAVE you heard from Mike Cassidy? We'll say we have, we of the Family Society. One day it's a note from Hizzoner the Mayor:

This is to introduce an old schoolmate, Mike Cassidy, who is ill and needs help. Please look into his case.

Clipped to the stiff official letterhead is a shabby little note:

Mr. Mayor—dear Bill: This is Mike Cassidy your old schoolmate who needs help. . . .

The next day the letter is from a banker who explains that Mike was a jolly old boy who served him well in bygone days when he was a bartender at the 400 Club. Attached is another shabby note:

This is from Mike Cassidy who used to mix your favorite gin-rickey. . . .

Day by day, by way of Mike's reminders, we social workers have become acquainted with the drinking habits of most of our leading citizens, this one liked his whiskey straight, that one liked just a dash of something or other in his julep, and so on. Mike, though his bartending days ended in 1920, has never forgotten a customer.

The 400 Club didn't incontinently fire Mike when prohibition came. It tried to fit him into a number of jobs only to discover that the boisterous good nature that made him the perfect barkeep concealed a small-boy mentality. So, reluctantly, after years, it let him go.

Before long Mike's temperament and his varicose veins made him completely dependent on the community. The Family Society went to work as usual, bringing in regular resources of church, school, clinics and so on. But that didn't satisfy Mike. He had plenty of time on his hands and he developed positive genius as a letter-writer. At first the response was personal and, we suspect, generous. But presently the letters, each with its intimate touch, began to come through to the Society. "Does Mr. Oldfamily remember that bottle of whiskey he left with Mike to protect from the wife?" "Does the Colonel remember how he never liked ice in his drinks?"

Little does Mike realize what an opportunity his intimacy with the rich and great has given the Family Society. Every one of his missives that falls into our hands spells a chance to put before a prominent citizen a clear picture of the way the Society works and a definite report on a case. Mike has given us the peg on which we have hung one of the best little pieces of "education of our public" that we've ever done. He has enabled us to show the society in action to some of our most influential citizens to whom we had never been able to penetrate.

What do we care if Mike runs us ragged spending the rent money for patent medicine and the rubber stockings that the doctor has banned? We're getting his wife and children on their feet and the "best people," Mike's old patrons, know and appreciate it.

Mike is still writing letters to the members of the important and exclusive 400 Club. But on the all but sacred bulletin-board now hangs this notice:

Have you heard from Mike Cassidy? If so better call the Family Society before answering.

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Uncle Sam and Sickness Bills

By MARY ROSS

AS depression widened and deepened it became obvious that public medical services plus private philanthropy plus the individual generosity of the private doctors could not sustain the burden of medical care for the old and the new poor. In June 1933, within its first few weeks of existence, the Federal Emergency Relief Administration authorized use of federal relief grants for medical attendance and supplies for relief families. Early in September came FERA Rules and Regulations No. 7, further specifying ways and means (see Survey Midmonthly, October 1933, p. 351: Uncle Sam and Medical Relief, by H. Jackson Davis, M.D.) Federal action followed arrangements worked out by medical societies and relief administrators in many communities to spread the burden over a group of volunteer doctors; state action under the Temporary Emergency Relief Administration of New York State, where the Wicks Act had included medical care as one of the necessities of life to be provided for relief families; and extensive trial, supported by state relief funds, of a plan for New York City worked out by a committee of the Welfare Council representing the Home Relief Bureau, the Departments of Health and Hospitals, the Academy of Medicine, the five county medical societies and the visiting nurse associations of the five boroughs (see Survey Midmonthly, February 1933, p. 66; April 1933, p. 155: Where Relief Includes Medical Care, by H. Jackson Davis, M.D.)

The essence of the federal order is an arrangement between the relief administrations and the organized medical, dental and nursing professions to maintain during the emergency the *traditional* relationships of doctor, dentist, nurse and patient—to provide for relief clients the same kind of service that the professions would give to a private patient to the minimum extent consistent with "good professional judgment." Payment to doctors and dentists is authorized "on the basis of an appreciable reduction from the prevailing minimum charges" in a community; for nursing visits, the rate must not exceed the cost established by accredited visiting-nursing organizations. Service in the patient's home or the doctor's office is authorized for care of acute and chronic illness, obstetrical care, and emergency dental service. All these are given only as a *supplement* to existing hospital, clinic and other services for the indigent; in no case may federal funds be used for reimbursement of hospital and clinic costs. Contrary to a persistent misconception, the federal government has *not* appropriated funds for medical care; what it has done is to authorize reimbursement from the general relief funds for medical expenditures incurred under these rules for relief clients. Whether or not medical service actually is provided depends upon the policies, means and interest of the state and local relief administrations.

By December 1933 all but two of the states were reporting to the FERA expenditures for medical care under Rules No. 7. About a dozen have filed state plans, while others are known to have them in action or process. Amounts for which reimbursement from federal relief funds was asked ran from a few hundreds a month (in one state $162) to as much as $115,000 in another. The average in November, the last month for which detailed figures are yet available, was about 30 cents per month per relief family. Up to the end of 1933 there had been comparatively little increase in the use of federal funds for medical care, though later figures probably will show a jump as several large states, including Pennsylvania, have swung into action. For July 1933, the first month in which this item was authorized, the amount reported was $921,402; in August, $991,165; then subsequent months dropped till November, which reached almost precisely the August figure, while December crossed the million mark to $1,050,696. None of these figures include expenditures in the states and local communities under established private and public services for the sick poor; nor medical service given under the Civil Works projects, in which in February Harry L. Hopkins estimated that some five to ten thousand nurses and three thousand physicians were employed; nor the unpaid care provided by private physicians. Medical Economics, a business magazine for doctors, recently estimated from replies to a questionnaire that unpaid services of doctors in hospitals, clinics and private practice have been running at an average value of about $1 million a day! Up to the present time, therefore, provision of medical care through relief funds in general has been only a drop in the bucket of the whole amount of medical relief provided publicly and privately. The FERA is considering the appointment of a federal medical coordinator through whose efforts more states and local communities may be interested to develop the plan. So far all initiative has rested on the state and local relief administrations, which have been beset by many demands on their attention and on their limited funds.

EVEN so in many communities where organization has been rapid and in New York State, which could go ahead fast because of its prior work, service under No. 7 has been a substantial help to patients and doctors, especially in rural districts. During 1933 state and local expenditures for medical care of TERA cases in New York State amounted to $1,157,165.38. In the cities of more than 100,000 population, the average was $2.25 per relief family; in the next smaller cities the amounts per family rose to $3.93; for cities under 25,000 to $7.99; and in the counties to $13.20. These figures would seem to show that the plan has worked as it was intended—as a supplement to organized medical services—and has helped most where these were few or lacking. It is not difficult to see why use of the plan has not progressed more rapidly in states where average relief benefits to destitute families are five, six or seven dollars a month. As one local relief administrator in Arizona reported sadly, "If you had $2.03 a month a person for food and everything else, how much of that would you spend for medical care?"

Regardless of its applied effectiveness, Federal Rules and Regulations No. 7 opens up a number of policies of the utmost importance for future planning. Through it Uncle Sam declares that medical care is a necessity to be classed with shelter, food and clothing and a just charge on public funds for people who cannot purchase care for themselves. This is an extension

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of a principle heretofore observed by most public authorities only in grave emergencies of illness or in certain kinds of illness. In paying the physician, No. 7 breaks away from the outworn tradition held officially by the organized medical profession and unconsciously by the public: that charity is the solution of the problem of the sick poor. In the light of hard times it has been impossible to escape a conclusion true even in prosperous days: that the hit and miss method of charitable care of the sick is unfair to those who give the care, to those who receive it, and to those who can pay and necessarily must pay more if their doctors are obligated to give large amounts of unpaid time to others.

In dealing with organized groups concerned with medical service and in making them responsible for professional advice and systematic cooperation within the bounds set by public policy, the order sets up an important experiment in methods. Just such a policy, more extensively and specifically developed, is being pressed by Governor Lehman and other leaders in New York State as a solution of difficulties revealed by experience in another field of public responsibility for medical service —workmen's compensation.

This pouring of new wine into old bottles of the traditional relationships moreover is revealing cracks and gaps, some old and a few new, which must be the concern of future policies in medical care.

How, except by some more active application of federal policies and federal funds, can the poorer states and communities hope to apply the principles of the plan? For publicly supported medical care, as for public health and public education, federal encouragement and aid must be used if the neediest areas are not to be left out.

What of the hospitals and clinics? It is unreasonable to pay for care of the sick poor where there is no hospital or clinic, and perhaps in the next town to expect the hospitals and the profession to continue similar service without pay. It is unreasonable to pay doctors for office care of patients who might be treated more effectively in clinics and more economically, even if clinic doctors were paid. There is a hitch in procedures like those in New York City, where the doctor comes to the patient as long as he is too sick to leave his home, but must shunt him to the overcrowded clinics as soon as he is up and about. In the neighboring city of Philadelphia local interpretation of No. 7 gives the ambulant patient a choice of going to a clinic (where neither the clinic nor the doctor is recompensed) or to a private physician, who is paid. Such an arrangement puts on the patient a choice of treatment he is not equipped to make. It lays on the doctor an unfair responsibility to decide whether to keep a pay patient or refer him to some place perhaps better equipped to care for him.

WHAT of the many people who manage to keep off relief rolls but have no margin with which to meet illness? At the present time use of the federal order is limited in many places to people who receive food orders; families with earned incomes equally meager still must rely on public and private medical charity. As a result one sees wasteful procedures, as in New York City, where families call an ambulance just to get a doctor. In two months of 1933 the Visiting Nurse Service counted up 645 cases among their patients in which an ambulance was called to a patient who did not go to the hospital. Often the interne has not the training or experience that care of the case requires; his one visit is no solution if further visits are needed; and the cost of using ambulances as taxis, so to speak, would pay for many calls by an experienced physician.

What of the question of "free choice" of a physician? In mentioning the "traditional relationship" of doctor and patient, the order envisages the family physician. But often, especially in the large cities, these families have no family physician. In some places "free choice" has been interpreted to mean that a social worker or a nurse could not tell a sick person even the names of reputable physicians in the neighborhood, thus leaving the door open to unscrupulous and aggressive practitioners. A safer and fairer policy is such a one as has been used in New York City: if the sick person has no family physician, a doctor is called from a rotating list of physicians who have signified to the county medical society their willingness to serve. In the very rare case that a doctor on such a list is found to "chisel" or otherwise betray his trust, his name is dropped out.

IN general, plans, such as Rules No. 7 outline, have found no one in either relief or professional groups equipped to give supervision. Only four or five states have appointed a medical advisor, heeding the suggestion of the federal relief administrator that the state health officer might be requested to assign one or more members of his staff to the state relief administration to promote relationships and agreements between relief administrators and professional groups. Only the visiting-nurse associations are so organized as to give supervision of professional service. By the fact that visiting nurses are on salary and the organization, not the individual nurse, is reimbursed, they alone have been wholly free to judge the needs of a case on its professional merits, without thought as to whether or not a fee could be earned. In many cases committees of county medical societies have been appointed to consider questions of professional judgment or professional bills. These committees have done yeomen service. Such a field is one, however, in which physicians have had little experience, and it is a question as to how far responsibility should in fairness be laid on volunteer groups. The medical committee of the New York City Welfare Council recently declared that supervision of home medical care is desirable and could be obtained if the medical director and an assistant were made available by the Home Relief Bureau to visit in the homes and consult with physicians about treatment of patients. This committee agreed also that it would be desirable to extend the plan, as originally intended in New York City, to families of persons on work relief and, if possible, to families able to provide the other necessities of life but unable to pay for medical care.

In part the limitations of medical service of Rules and Regulations No. 7 arise from the emergency which called it into being. It would have been staggering, if not impossible, for any plan to have assumed all at once the costs and complications of a plan properly relating hospital, home and clinic care for all the people—whether on the relief rolls or not—who cannot pay for private care. Only by spreading costs over periods of time as well as over groups of people can such costs be met. An adequate plan also must be related to the going concerns of public health; with the present disastrous status of public-health appropriations in many cities, counties and even whole states, medical relief may have to bear a burden that public-health work could prevent more economically and humanely. The accomplishments under Rules No. 7 and the gaps that inevitably appear in any emergency effort to bridge over long standing lacks both point urgently to need for a fundamental reconsideration and planning for the use of all our instrumentalities of health.

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Clients' Insurance

By EDWARD J. COLEMAN
County Department of Outdoor Relief, Milwaukee, Wisconsin

WHEN the relief load in Milwaukee County was at its peak of 37,995 cases in 1933 the Department of Outdoor Relief saw that some systematic plan had to be evolved to help clients realize on their insurance assets. Sixty percent of the relief families were carrying insurance, nine out of ten of them in the form of industrial policies, these constituting an asset which the average social worker, unversed in such technicalities as paid-up values, cash and loan values, extended insurance and so on, would not be apt to recognize. Occasional bulletins instructing the workers in maximum and minimum cash and loan values were not satisfactory for few cases were as simple as that and some of them presented problems intricate enough to tax the wit of an insurance expert.

Hence came the decision to establish an insurance division within the department where the head of every family on relief would be interviewed and an attempt made to retain or provide adequate insurance for him and his dependents. The struggles which a large percentage of families on relief have made and are still making to maintain what they consider adequate protection or savings in the form of life insurance is well known to social workers. They will not lightly discard what they have struggled so long to keep. It is only after a thorough explanation, proving that the equity in the policy will not be lost, that it is possible to make changes. Experience has shown however that a painstaking examination of these assets very frequently reveals considerable sums of money which can be secured for the client without leaving him unprotected.

By early March the Insurance Divisions, after thousands of interviews with local agents and with clients had completed adjustments by which 3743 families without dangerous reduction of protection received $246,428 net cash after provision for from six to twelve months of advance premium payments.

In a large number of the policies examined it was found that premiums had been paid long enough to make them self-sustaining for several years without further cash payments. In many more, some 50 percent of the policies in fact, it was necessary only to change the plan of insurance to a less expensive type and to request a cash allowance from the company's home office. Many of the relief families interviewed had no record whatever of premium payments of policies and information about them had to be secured from local insurance offices. Others assured the interviewer that their policies had lapsed and were so much waste paper. Yet in a large number of these cases substantial sums were recovered, through the advice and service of the Insurance Division, with the cooperation of the Life Insurance Adjustment Bureau of New York. But the most significant results have been obtained in the adjustments that permit an advance payment on insurance retained while yielding considerable cash for current needs.

Take for instance the case of John Smith who in March was carrying eight policies on himself, his wife and four children. The premium on his own policy, a $2000 twenty-year endowment, had not been paid since August 1932. Five of the other policies had lapsed in January 1933 and two in November 1931. Mr. Smith's policy was changed to a $1000 straight life with an allowance that carried the premiums for a year. Mrs. Smith's $500 endowment was revived as a $200 straight life with a five cent weekly premium and a cash refund of $67. On a five-cent policy, four years old, $7 was paid. The five policies on the children were revived and adjusted, the upshot of the whole transaction being that from what had seemed like lost assets the family had adequate insurance coverage with premiums paid a year in advance and $138 in cash.

Social workers to whom adjustments of this sort seem technical and intricate should possess themselves of the Handbook for Social Workers prepared by the Life Insurance Adjustment Bureau, 450 Seventh Avenue, New York, which explains a service maintained jointly by the three companies which carry 85 percent of all industrial policies in the country estimated to number some 73 million.

THE question often arises as to how this acquisition of cash affects the family's relation to the relief agency. The cash is rarely enough to put the family out of economic danger or to remove the necessity for relief in some form. Experience has indicated that it is usually advisable to continue relief in a modified form and to continue regular home visits with such service as the family wants and needs. The most notable effect of cash in hand has been on morale. Many a man, finding a little money in his pocket has plucked up courage to renew the quest for a job, and has succeeded in finding it.

The decision to set up an insurance division in a relief agency must hinge on whether the volume of cases justifies the overhead. In small organizations where a regular division is not warranted one or two people might be delegated to these special duties. But in any case skilled and experienced interviewers are absolutely necessary for this work. It is also necessary that the field workers of the agency and the local representatives of the insurance companies should understand the plan and procedure and be kept fully informed of all developments. The confidence of the client is of the essence and the greatest care should be taken about making promises to him that are doubtful of fulfilment. Not every policy should be changed and care should be exercised in arriving at a recommendation. Chronic illness, advanced age or any other factor which would make reinsurance doubtful is sufficient reason to leave policies as they are.

At the present time the Insurance Division is securing an average of $25,000 a month insurance money for its clients. With the coming of CWA the service was extended to its men with the result that many of them secured substantial sums which were used to pay off debts and clear the ground for a fresh start.

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THE COMMON WELFARE

The Real Fight Over Child Labor

"NOW you're going to see a fight. What we've done before was just a drop in the bucket." So a newspaper publisher, safeguarding the "right" of small boys to sell papers, warned a friend of the child labor amendment at the beginning of the 1934 legislative sessions. The anti-ratification campaign, organized by a curious assortment of political bedfellows, has more than justified the boast. The hastily formed Committee for the Protection of Home, Church, School and Family, the self-appointed Sentinels of the Republic, newspaper publishers, Roman Catholics, and prominent Republicans with Nicholas Murray Butler at their head, joined forces to "stop the amendment," which last year was approved in fourteen states. Tactics in New York State were typical of the kind of campaign waged. In news stories and in editorials the press played on fear and prejudice, creating the impression that the amendment is a child labor law and a "threat to the home." A few days before the hearing, set for April 11 and postponed to April 18, it became known that both resolutions (Democratic and Republican) had been secretly killed in Committee in the Assembly, one on February 27, the second on April 4. Not even the members who introduced the bills knew that action had been taken.

The National Child Labor Committee plans an intensive educational effort in the period between legislative sessions. In this it will have the cooperation of many groups, including the Non-partisan Committee of which Charles C. Burlingham is chairman. The committee holds that it is necessary first to give wider understanding to the fact that the proposed amendment is merely an enabling measure, not a child labor law. It will try to make the public realize the inadequacy of state child labor laws and will underscore our previous experience with federal child labor legislation. The record proves, the committee points out, that federal child labor legislation tends to be conservative, that it is successful in controlling the problem, that it does not require "a vast bureaucracy" for enforcement, and that it in no way affects the work of young people "helping out" at home or on the farm. The fact that two such federal laws were declared unconstitutional makes the amendment an essential first step toward such protection of young wage earners as the emergency recovery legislation has put into effect for a limited period.

Eight Thousand Nurses Must Be Right

ZEST and reach as well as magnitude marked the sessions of the biennial convention of the three national nursing organizations held in Washington the last week in April. The general theme of the meeting was The Changing Order and the Nurse. While technical and purely professional questions had their important place, it was the glint of that theme which caught the enthusiasm of the thousands who thronged the Washington Auditorium. Mrs. Franklin D. Roosevelt told of the public's confidence and hope in the nursing profession. C. Rufus Rorem, of the staff of the Julius Rosenwald Fund, spoke of ways through which public and profession could work to realize that hope more fully. Mr. Rorem urged better control of nursing to the end that a larger share of the nursing service in both hospital and home should be done by skilled graduates, not students in training or "practical" nurses; measures to remove private duty nursing from "the class of a luxury" by making it available by the hour or visit as well as by the day and week; and administration of nursing schools on an educational rather than "a commercial or emotional" basis, supported by taxation and contributions as are other professional schools and in turn requiring their students to support themselves while learning. "When the costs of nursing education are placed directly upon student nurses and the general public, the supply will tend to be self-limiting in relation to the demand," he said, checking the overproduction of nurses which now threatens the livelihood of all.

To that audience no person could have symbolized the coming era more fully than Annie L. Goodrich, dean of the Yale University School of Nursing, whose topic was the conference theme. The changing order, Miss Goodrich declared, makes demands on the nurse which are not only professional but also in terms of the wider social outlook and enriched personality which the conditions of that order open up to her. As in earlier years, this meeting of an organized profession was called by the American Nurses Association, the National League of Nursing Education and the National Organization for Public Health Nursing, bringing together more than eight thousand women who represented tens of thousands of others. More fully and explicitly than ever before they affirmed their common aim—the service of a profession to the community and thereby to progress.

Pro and Con Among the Doctors

GRAVE and gay are mingled in the past few weeks' news in the field of medical care. The good news is from Michigan. By a vote of 61 to 9 the House of Delegates of the Michigan State Medical Society has approved experimental trial of an inclusive plan for mutual health service. The plan is to cover wage earners with less than $1500 annual income and their families; its benefits are to include home and office care by the general practitioner; services of specialist and nurse at his recommendation; hospital care under prescribed conditions, including laboratory service, drugs and x-rays; and dental care. The cost is estimated at about $28 per person per year. A state-wide organization is projected, into whose units will be drawn representatives of all the professions concerned with medical care—physicians, dentists, nurses, pharmacists and hospital administrators. Provision is made to set aside a percentage of the funds received for postgraduate professional education with the aim of stimulating higher standards of medical care as well as a more adequate distribution of service. Particulars of organization and administration have been referred to a committee, which will report early in the autumn; it is anticipated that actual service then will start at once.

The grave news is from California, where the smouldering resentment of the Los Angeles County Medical Association (see Survey Graphic, April 1934, Public Health and Private Doctors, by Daisy Lee Worthington Worcester) has flared up to cause the expulsion from that body of Dr. Donald E. Ross and Dr. H. Clifford Loos. In 1929 these two physicians started the Ross-Loos Clinic; shortly after, the Clinic was asked by the employes of the city water and power department to provide medical service, for a stated monthly payment. This

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proved so successful that one group after another of city employes, teachers and industrial workers came in till the Clinic now has a staff of 55 physicians and serves 15,000 subscribers and their dependents, in all some 45,000 people. Subscribers pay $2 a month which pays for complete medical service, including hospital care, and provides partial service to members of their families. After careful study the Committee on the Costs of Medical Care commending the excellence of the service, found that the members received, without recourse to charity, a far more adequate amount of care than is purchased individually by families of similar income and at lower average cost. The County Medical Association brought charges against Dr. Ross and Dr. Loos without notice and without giving them opportunity to call witnesses; the general tenor, vaguely specified, was unethical promotion of the Clinic by publicity. This the physicians deny. They are carrying the case on appeal to the council of the State Medical Association and if need be to the council of the American Medical Association. No friend of progress, within or without the medical profession, can afford to be indifferent to this organized attack on men who have demonstrated so admirably one way in which progress is made.

Help for the Schools

THOUSANDS of children "locked out" of school by the depression, thousands more penalized by shortened terms, overcrowded classes, out-of-date or insufficient teaching material and equipment was the picture that emerged from the hearings before the House Committee on Education, now available in printed form. Discussing the general topic of federal aid to education, a field in which eleven bills were introduced early in the present session, educators, public officials, teachers, leaders of various civic groups offered fact and opinion to the committee. Again and again it was brought out how, through the intervention of FERA, schools in impoverished districts were kept running during the past winter. A regular program of federal aid to education, was urged, not merely to tide over the emergency but to equalize the opportunity of the child in a well-to-do urban community and the child in an area of meager resources. Such a program would serve the purpose of the equalization fund by which New York and a few other states help iron out differences in opportunity as between school districts within the state. A sub-committee of the Committee on Education has been at work since the hearings, drafting legislation based on the material presented in this mass of responsible testimony. Its report has not been made public at this writing, though it is understood that it will be presented in time for action in the present session.

Forty Years of the Commons

CHICAGO Commons' Fellowships Throughout Forty Years is the title of a book Graham Taylor is at work upon. Its completion has been deferred until after the first week in May, which was filled with reunion meetings of groups active throughout the decades, fellowship dinners of present and former residents, Italian and community celebrations and the fortieth anniversary meeting itself. All the intimate human filaments that bind the settlement house on Grand Avenue in Chicago to its people will be gathered into a skein. One evening in April, the daughter and granddaughter of the neighbor who helped get the first Union Street house in order back in 1894 came to tell of their anticipation of the event. Professor Taylor had come on two years before to take the pioneer chair of social economics at Chicago Theological Seminary and here, to use the titles of his earlier books, he was to demonstrate Religion in Social Action and engage in Pioneering on Social Frontiers. Since then Chicago Commons has been in the thick of things and appropriately enough one of the anniversary speakers was Charles H. Dennis of the Chicago Daily News, who traced its civic influence. Equally significant has been its impress upon the settlement movement in the field of industrial relations. Here is one of the many messages expressive of the debt all of us owe to this outpost of the spirit of neighborhood:

> Board and staff of Survey Associates join in greetings to you on the fortieth anniversary of Chicago Commons. One of our tap-roots was your national neighborhood periodical, bearing the settlement's name, which, merged with Charities, became The Survey; but the relationship from the start has been more than a matter of names. Throughout the years you have contributed work, time, writings and imagination which have given vitality and breadth of vision to the venture.
>
> So it is as fellow-workers that we send these greetings at a time when your eighty-third birthday and the settlement's fortieth anniversary coincide. Under your leadership Chicago Commons has been a force for social progress in every changing phase of community life in the city and the Middle-West, and hence of the nation. Our greetings go to you and to Lea Taylor, who as head-worker reincarnates in a new decade the spirit of your pioneering in the early nineties.

The Unemployed Exhibit

MATERIAL evidence of how self-helpers help themselves was on exhibition in Washington last month in a collection of articles made by the unemployed in self-help associations and by subsistence homesteaders,—samples of what these people without money make and exchange among themselves in their effort to provide for their own needs. Under the auspices of the FERA and the Subsistence Homestead Division of the Department of the Interior products from fifty-four cooperative groups in twenty states and the Virgin Islands were shown. Here were tools made from scrap-iron, sturdy furniture from odds and ends of wood, clothing from meal, sugar and cement bags and preserved foods of many kinds.

If it did nothing else the exhibition demonstrated that the self-help movement is still very much alive, its critics to the contrary. To be sure a good deal of water has been squeezed out since its beginning with many associations weak in leadership, fallen by the wayside or degenerated to chiseling operations. But others have overcome innumerable obstacles and by exchanging services for goods have succeeded in providing their members with a major portion of their livelihood. Since last August the FERA has made grants totaling $745,274 to 180 self-help cooperatives to use as working capital. It estimates that about 50,000 persons are now engaged in some form of employment with these associations, many of them with ambitious plans for the future. The self-helpers themselves put the estimate as high as 300,000. It is to further plans for extending their operations throughout the country that representatives of associations from a dozen states have undertaken to form the National Cooperative Self-Help Association with headquarters in Washington.

While the products of self-help were on display, Washing-

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ton also had a chance to see what the CWA bought with its money assigned to the Works of Art Project in which some 2500 artists all over the country were engaged for the better part of three months. About 500 of the several thousand works created by the artists are being shown until May 20 at the Corcoran Gallery.

Western Conference on Government

"THE subjects we formerly discussed with bated breath are here shouted forth by those in highest authority" was the significant remark of a social worker at the recent conference on government at International House, Berkeley, California. Federal, state and local directors of emergency relief, public works and housing; state legislators, mayors, city managers, tax collectors, finance experts, research professors—representing fourteen participating organizations—discussed a hundred angles of the "new role of the public administrator." The keynote was sounded by Louis Brownlow, who charged the public administrator with responsibility for carrying out the policies of "a more socially minded government" faced with the necessity of "reshaping the social order so that we will no longer starve in the midst of plenty." Social insurance was discussed by the American Legislators' Association; the Civil Service Conference took up standards of training for police officers and firemen; the city managers came out for more public ownership of utilities; legislators took the initiative on liquor control; a mayor and former city auditor aired the predicament of the taxpayer and a member of Consumers' Research that of the consumer.

About half of the six hundred present were from the social-work field, dividing their attention between housing and welfare administration. Charles Ascher, director of the National Association of Housing Officials, spoke up for government subsidy of low-cost housing on the ground that "more than half of our population receive less than a living wage which obviously means they can't afford to live." The sessions of the American Public Welfare Association considered federal, state and county angles of the national recovery program. And here at last was "consumer representation" when a plain little woman pleading for CWA said: "It gave a man a job; it gave his wife a few hours' relief from a grouchy husband; it gave us a chance to buy spinach as a change from the canned tomatoes on the grocery order."

Samuel C. May, director of the Bureau of Public Administration of the University of California, headed the committee on the Conference.

Coal and Rails and Wages

RAILROADS and coal are two front page points at which NRA has operated to compromise thorny wage problems. Railroad workers had demanded that the present 10 percent wage cut be restored July 1. They argued, in the words of A. F. Whitney, chairman of the Railway Labor Executives, that "The bad years for the railroads and their employes were the golden harvest for the coupon clippers." Since 1933 interest on railroad bonds exceeded by $22 million such payments in 1929. Under the new agreement, the return to the 1931 level is to be in three steps: 2½ percent July 1 and January 1, the final 5 percent April 1, 1935. With this truce, the railroads are assured of fourteen months free from "labor troubles."

The "trouble" in Alabama coal, with 50,000 workers out, ended when a new wage structure was decreed for the industry, restoring the wage differentials largely abolished by General Johnson in an amendment to the Soft Coal Code dated March 31. This fixed for the whole industry the Appalachian agreement for a $5 basic daily minimum in the North, $4.60 in the South. Under the new order, a daily scale of $3.80 is set for Georgia and Alabama, as compared with $4.60 under the March order, and $3.40 under the original code.

In the President's request that employers respect their schedules and workers return to their jobs under the new scale, he stated that "it is not our intention to produce any sudden or disruptive change in an established economic relationship."

William Mitch, official of the United Mine Workers affiliated with the American Federation of Labor, has announced that the "miners will go along with the government." Other labor spokesmen, however, insist that the controlling facts in the situation, the preferential treatment given railroad and power companies as coal buyers, have not been brought out. They quote the admission of an attorney for one of the Alabama companies who stated that coal produced at $2.04 a ton was being sold to railroads at $1.80. These spokesmen ask whether any concern is entitled to coal at $1.80 a ton, especially when the workers are expected to make up the deficit through sub-standard wages. As Merle D. Vincent pointed out in a recent article in Survey Graphic (Coal at the Cross Roads, April 1934, page 183) the problem of coal is understood only when the relation of that industry to transportation and power is clear, and he commented:

> Surely anyone who believes that railroad management and the steel and electric-power industries will voluntarily raise coal prices, miners' wages and their own fuel cost, thereby increasing the production cost of their own services and manufactured products, has the faith that is required to move mountains.

Dr. Welch

A LITTLE more than four years ago colleagues, other friends and unknown admirers of Dr. William H. Welch gathered simultaneously in many radio-linked American cities and in the capitals of Europe and the Orient to celebrate his eightieth birthday. They had before them copies of an etching made for the event from which this beloved scientist and teacher looked out at them with the wise, kindly and quizzical serenity synonymous with his name. On April 30 a pause fell on the laboratories and universities where that etching hangs and in countless offices and homes at the word that that gaze will not be seen again. Dr. Welch had been ill for more than a year in Johns Hopkins Hospital at the university with which his work has been associated for a half century. In all those years it would have been hard to find a single forward step in the many fields he touched of research, medical education and public health which did not bear the imprint of his counsel and leadership. At the 1930 celebration in Washington Dr. Simon Flexner, director of laboratories of the Rockefeller Institute of Medical Research, declared "There is one great historical figure in the Renaissance with whom perhaps it is not only permissible, but possible to compare Dr. Welch, and that figure is Leonardo da Vinci." That comparison has meaning for the many who drew from Dr. Welch's scholarly and humane wisdom, but perhaps even greater meaning lay in a letter from a Yale classmate, the late Robert W. deForest: "You are quite unique in having everyone love you, and, so far as I am aware, there is no one who envies you your unparalleled success and usefulness."

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HEALTH

Nurses Prove Their Way

PRACTICALLY all of the seven hundred nurses who were employed in New York State under the Civil Works' program have been found so indispensable by their communities that they are to be continued under the Works Division of the State Temporary Emergency Relief Administration. The TERA started a work-relief project in nursing early in 1933. Between February 15 and December 1 of that year 171 previously jobless nurses gave bedside nursing care and health advice to nearly 63,000 relief families and other needy families in upstate towns and cities. The welfare districts were required to provide transportation for the nurse, necessary equipment, and competent nursing supervision, though in some cases where supervision was not available locally it was supplied by the field staff of the State Department of Health. The only added expense to the state was payment of relief wages to the nurses, which worked out to an average of 47 cents a visit for the average of 151 visits per month per nurse. With the start of the Civil Works Service program, the project was expanded to include about seven hundred nurses making some 100,000 visits a month. About 650 of these will stay on, working in 99 of the state's 114 welfare districts. The project here, as in other states, has proved valuable not only as a means of relief for needy patients and nurses but also as community education in the importance of competently supervised public-health nursing. Civil Works Service proved the good angel also of the Child Health Recovery program launched last autumn by the federal Children's Bureau (see Survey Midmonthly, October 1933, p. 349). In March some twenty-three hundred nurses paid from Civil Works' funds were pushing that program along in thirty-eight states and Porto Rico—some of them on snowshoes.

Hard Times and Medical Care

HOW hospitals and visiting-nursing associations have rallied to the aid of the "new poor" is apparent from studies of the United States Public Health Service and the Milbank Memorial Fund (see Survey Graphic, April 1934, p. 160). Among some seven thousand families in working-class districts of Baltimore, Birmingham, Cleveland, Detroit, New York, Pittsburgh and Syracuse, those who had sunk from an income level defined as "comfortable" in 1929 ($425 and upward per capita per annum) to "poor" in 1932 (less than $150 per capita) received in the spring of 1933 nearly half as much again hospital service and nearly four times as much visiting-nursing service as those of their neighbors who remained at the "comfortable" level. What both the new poor and the chronic poor lacked in comparison with those above them on the economic ladder was the care of physicians. The new poor had only a little more than half as many physicians' calls per 1000 illnesses as those who had kept their "comfortable" status. It seems equally incomprehensible that families with less than $150 per person per year had managed to pay a doctor for 54 percent of the calls they did receive, and that the doctors had been able to carry the enormous volume of unpaid care given to families at all these economic levels. The data of this study, reported in detail in The Milbank Memorial Fund Quarterly, April 1934, illumine the need for which FERA Rules No. 7 were designed (see this issue, p. 158), on the part of both needy families and private physicians.

Palo Alto's Record

THIRTY years ago the Palo Alto (California) Health Department was born out of the calamity of a disastrous typhoid epidemic—the first full-time public-health service in any small city in that state. Consistent, intelligent work and favorable community conditions have long made the city's health record one to be envied; for four years Palo Alto has received honorable mention in the inter-city Health Conservation Contest, and for 1933 the California State Health Department declares its showing unequaled by any city in the state. These are some of the freedoms that Palo Alto purchases at a 1933 cost of 83 cents per capita:

Only one diphtheria death since 1911 and none since 1921. Nearly 60 percent of the school children have been immunized.

Only one case of smallpox in the past six years.

A milk scoring of 98.5—the record for the state and the sixth time the Palo Alto milk supply has scored 98 or better.

For 1933 an infant mortality rate of 16.4, and for 1910–1933 a composite rate of 40.5, contrasting with California's rate of 52.8 for 1932.

A tuberculosis deathrate of 32, only a little more than half that of the country as a whole.

While Palo Alto's general deathrate is only about two thirds that of the US Registration Area, its birthrate is relatively even lower, 7.8 in 1933 in contrast to the 17.3 of the US Birth Registration Area in 1932. In 1933 Palo Alto reached the point which statisticians predict for all the United States within the next few decades: births and deaths exactly balanced with a rate of 7.8 for each.

Teachers and Mental Hygiene

RECOMMENDATION of a psychiatric school board to examine periodically every teacher in the public-school system has been suggested by Dr. Lawson G. Lowrey, chairman of the New York City Mental Hygiene Committee and the Welfare Council Mental Hygiene Section. Dr. Lowrey expressed doubt that 4 percent of the 36,000 New York City teachers are "mentally unfit or insane," as had been asserted by Dr. Emil Altman, school-board alienist, but declared on the basis of his own unofficial work with the school system and experience as director of the Institute for Child Guidance that a much larger percentage are so maladjusted personally as to unfit them to mold the personalities of others. A psychiatric board, Dr. Lowrey declared, should be in no sense an examining board only nor a "spy" system on teachers, but should serve for use and consultation as well.

Hospitals Go Ahead

WITH the passage of legislation permitting this form of organization, the way is cleared for cities in New York State to go ahead with group hospitalization plans that have been brewing for many months. While sympathetic to the project, the state insurance commissioner had ruled that such plans were not admissible under existing insurance law. The plan worked out by the United Hospital Fund of New York City, including in its membership fifty-six of the city's leading institutions, will offer care in a semi-private room, including X-ray and laboratory services and drugs, for not more than three weeks in a year on payment of an annual fee of about $10. Membership is open to groups of employed persons; in time it is hoped to include their dependents as well. The physician's or surgeon's fee is not included, but is left to private arrangement between doctor and patient. A member who wishes a private room may obtain it by paying the difference between semi-private and private service. Similar plans have been worked out for Rochester, N. Y., under the leadership of Dr. Nathaniel W. Faxon

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of the Strong Memorial Hospital in that city. Dr. Faxon is president of the American Hospital Association which endorsed the principles of group hospitalization a little more than a year ago and recently announced that plans of this nature had been adopted during the past twelve months by thirty cities in twenty-one states. The plan for New York City was endorsed enthusiastically in a recent address by Dr. Louis I. Dublin, third vice-president and statistician of the Metropolitan Life Insurance Company, who declared it a boon to both the subscribers and the hospitals. "This plan of group hospitalization is actuarially sound," Dr. Dublin concluded. "It is proving successful wherever it has been tried. It meets a crying need and it does it on a reasonable and practicable basis."

Things To Be Remembered

FROM St. Elizabeth's Hospital in Washington, D. C., comes a reprint of maxims which were pasted up on the hospital's walls in 1878 as "Things to be Remembered" by attendants and other passers-by. Contemporary psychiatrists and psychiatric social workers might say them in different words but would the upshot be very different?

He who cannot govern himself is not fit to govern others.
Kind words cost nothing.
The ward is never to be left without an attendant.
The attendant's place is among his patients.
He is a poor workman who has no pride in his work.
Cleanliness is akin to godliness.
Nothing is clean enough if it can be made cleaner.
Occupation is the beginning of cure.
You can lead where you cannot drive.
Strive to be quiet and to mind your own business.
The law of kindness will be subject to no exceptions here.
"WHATSOEVER YE WOULD THAT MEN SHOULD DO TO YOU DO YOU EVEN SO TO THEM."

THREE schools in Mamaroneck, N. Y., have all but locked their doors against diphtheria, since 1041 of the 1055 pupils have received either toxin-antitoxin or toxoid. Of the 14 children who have not been immunized, 10 are from families whose religious beliefs oppose medicine or specific immunization.

THE Illinois State Health Department, reporting on its laboratory service in 1933, finds a disquieting increase in the percentage of blood and sputum tests found positive for tuberculosis. "These data suggest the possibility of an increased prevalence of tuberculosis which has not yet been reflected in mortality and morbidity reports."

AMONG all the 1933 reports that have come to our attention, that of the large industrial city of Rochester, N. Y., walks off with the honors for control in tuberculosis. For that year Rochester reports the startlingly low deathrate of 19.7 from tuberculosis, all forms, capping the climax of five phenomenal years in which that rate has declined progressively from the very low 1929 figure of 36.8.

RURAL districts as well as cities have a chance this year to share in the self-enlightenment and aid of the Health Conservation Contest sponsored by the United States Chamber of Commerce in cooperation with the American Public Health Association. Write the Chamber of Commerce at Washington, D. C., or the Committee on Administrative Practice, American Public Health Association, 50 W. 50 St., New York City, for entry blanks and schedules.

THE Chicago Dental Society is offering an industrial diagnostic service to employers and employes without charge. The examiner discusses the findings with the patient, asks permission to send a report to the patient's dentist and urges him to have that dentist do the needed work. Three quarters of the recommendations given the first group of employes were carried out. The Society observes that the patient's education and financial position made little apparent difference; most people just didn't take care of their teeth.

BALDWINSVILLE, Onondaga County, N. Y., has acquired a community loan closet for supplies needed in the care of the sick through the initiative of the local relief committee. Nearly 200 people turned out one evening in subzero weather for a community card party, to which the price of admission was blankets, sheets, towels, or what have you, or donations of money. The supplies tax two six-foot cabinets in the village hall and are called for at need by the village nurse and local physicians. Though intended especially for the indigent sick, supplies may be lent to any family in illness to be returned when the need is past.

THE Medical Profession and the Public: Currents and Counter-Currents is the title of the report of the lively conference of that topic called in Philadelphia in February by The College of Physicians of Philadelphia and The American Academy of Political and Social Science. Price $1 of the Academy, 3457 Walnut St., Philadelphia, with discounts on orders of ten or more copies. Speakers boxed the compass of current attitudes on social aspects of medicine and the collection of papers is timely, entertaining and informative.

NEW Mexico's Bureau of Public Health has found an ingenious way to bring birth registration home to a considerable share of the population at the expense only of printing 60,000 small slips. With each set of automobile license plates distributed by the state comptroller's office went one of these slips declaring, "Attention, Fathers and Mothers! Your automobile is now legally registered. You can prove its age and ownership. Can you do the same in regard to your baby?" In case of doubt, the recipient was urged to write to the state registrar. For a time official correspondence was enlivened by bachelors' replies.

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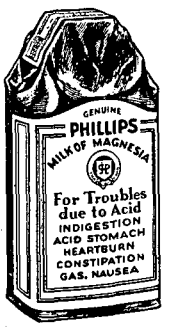

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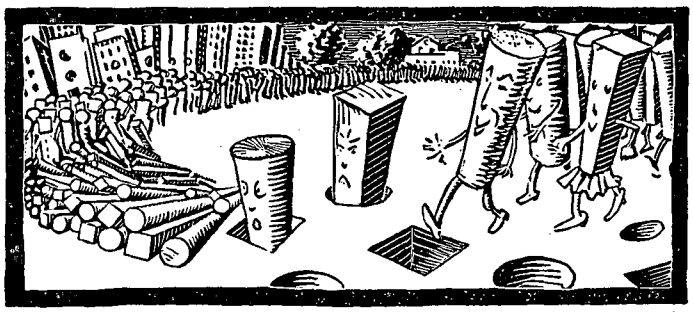

SOCIAL PRACTICE

Timely Study Courses

THE current scene in relief administration is reflected in the courses offered for the summer session of both the New York School of Social Work and the School of Social Service Administration of the University of Chicago. At the former three courses are closely related to current developments: Public Welfare Problems, Problems of Emergency Relief Administration and Social Work and the New Leisure. In addition the school offers two two-weeks public-welfare institutes from July 30 to August 24, so arranged that students may attend either or both. The first one deals with the internal methods and policies of local relief offices and the second with broad national policies which affect local administration. Clarence King and Margaret Leal are in charge. Enrollment is limited to persons employed in executive or supervisory capacities in public-relief work.

The Chicago school, in addition to its usual basic courses with field work in public as well as private agencies, offers three courses of special timeliness: Edith Abbott's on Public Assistance—work and home relief, public subsidies and federal, state and local responsibilities and relationships; Sophonisba P. Breckenridge's on Public Welfare Administration—various problems of state organization for welfare services; and A. Wayne McMillen's on Community Organization—general problems of organization for social work with attention to public as well as private planning.

Children of Destitution

THE fact that the number of dependent and neglected children cared for in institutions decreased in 1933 is due, says Grace Abbott, chief of the US Children's Bureau, to several factors:

> The first, and the one from which one derives great satisfaction, is that as federal funds have become available for home relief fewer homes have been broken up because of poverty alone and more dependent children are being cared for in their own homes.

But this, she adds, is only part of it, for during the past year some few agencies have closed and others have greatly reduced their intake. As a result children who had been removed from their homes because of neglect or cruelty have been returned to unimproved conditions, while children remain in homes where neglect, cruelty or depravity exist because no funds are available for their support elsewhere.

In New York the Welfare Council has noted a sharp drop in demand for the facilities of convalescent homes for children. This is explained partially, it says, by the fact that many mothers who formerly worked are now, perforce, staying home and caring for their children, and partially by the home-relief rule which reduces the family food-relief allowance if a child is sent away.

One of the first fruits of St. Louis' survey of its social welfare scene has been a grist of unpalatable facts about what is happening to the 2020 wards of the Board of Children's Guardians. With a sub-minimum boarding rate and with only thirteen workers to supervise these children in 550 homes scattered over a radius of fifty miles the situation has been steadily growing worse until, according to the Welfare Plan Committee, "at the present time one can say that the work is actually crumbling."

Not Either/Or, But Both

"THE old days are gone; we face a new future alignment," says Linton B. Swift in his monograph, New Alignments, just published (50 cents) by the Family Welfare Association of America, 130 East 22 Street, New York. Mr. Swift weighs the problems and responsibilities in a transitional period of both public and private relief agencies and analyzes the basic characteristics of their respective contributions to the community program. As a test of the principles evolved he applies them to the not-so-hypothetical industrial city of Manton with a pyramiding relief load and a conglomerate of social agencies. Building on what there is, stopping gaps where they exist, he develops an immediate program with implications for the future which turn on "loyalty, not to existing patterns, but to ultimate goals."

Being a good case worker Mr. Swift does not offer his conceptions as a blanket to cover every local situation, but rather as a point of departure for local study and discussion. At a time when rapid changes confuse clarity of thought his study is a useful and stabilizing contribution. Looking ahead he predicts that:

> The future of the public agency will depend upon the extent to which its program is soundly developed and more deeply rooted in local public support and understanding. The future of the private agency will depend upon the extent to which it is willing to face new developments, abandoning some old traditions, re-emphasizing others, and accepting the limitations as well as the ever-new possibilities of private effort. And the future of both will depend upon the extent they are willing continually to cooperate with and supplement each other.

Instead of Money

WHEN the economy wave struck New Jersey the legislature hit on a plan for using "remission of time from sentence" in place of money to pay prisoners working in the industrial shops and in the maintenance of the state prison. The men had previously been paid in cash with a maximum of twenty-five cents a day. Under the new arrangement the maximum is ten cents a day and one day off each week of the sentence. However a man only becomes eligible for the maximum "pay" at the end of the first six months of his incarceration. The arrangement, which does not interfere with commutation for good behavior, applies to all forms of productive labor, skilled or unskilled, within the prison. It does not of course apply to life-termers.

The response of the prisoners when the new scheme was put into effect was not encouraging—pay cuts are not popular in prison or out—but after a few demonstrations of earlier discharges for earned time the attitude changed. The system is now said to be functioning smoothly.

Transient Treatment

THE experience of the Federal Transient Bureau is demonstrating at every point the soundness of tested methods of travelers' aid work by which a transient with no job and no willingness or motive to stay any place in particular is cared for where he is with a private "talking over" of his circumstances, prompt help in the way of food, shelter and medical service and a carefully worked-out plan for his future moves. The plan may mean staying where he is, going to a camp or work-project, returning to his home or pushing on to some place where he has a real prospect, carefully verified, of a better chance. But whatever the plan the transient, be he man, boy or footloose family, must have his heart in it or all the social work in the world will not make it succeed.

In its new bi-monthly bulletin, The Transient, the National Association of Travelers Aid Societies reports that the family traveling in its own rattle-trap car, is still one of the hard nuts of the situation with the best laid plans breaking down before established

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habits of wandering and of casual mendicancy. Only the closest cooperation between federal and local agencies can prevail against exploitation of resources by these experienced migrants. In Boston, Cleveland and Baltimore the travelers aid societies and the Federal Transient Bureau have arrived at working agreements on their cooperative responsibility which are helping to straighten out many tangles. The National Association has just published a pamphlet, Individualized Service for Transients, by Robert S. Wilson (50 cents), which outlines the principles involved in the treatment of a transient and details the various steps from the time he comes to the application desk until he is safely moored in the place where he has the best chance.

Churches and Social Work

WHAT amounts to a platform for church social work was adopted at the recent Conference on the Correlation of Protestant Social Work called by the Department of the Church and Social Service of the Federal Council of Churches and held in New York. Selected delegates from sixty cities east of the Mississippi, together with a sprinkling of social-work leaders, participated in the discussion which crystallized into recommendations and resolutions, the latter requesting the Federal Council to prepare master schedules for community surveys of Protestant welfare work, to study the relations between community welfare agencies and churches and to formulate the underlying principles of church social work and their practical application in a program of denominational social service.

The recommendations were, in substance, that:

1. Every community should have a central coordinating agency for all Protestant welfare work with, whenever possible, a director who should be a salaried, experienced, accredited social worker and a devoted churchman.

2. Every community should have a survey of Protestant social work made under a master plan to permit of a continuous assemblage of national and local statistics.

3. Ministers should understand and participate in community, denominational and public social work as well as in the programs of their own churches.

4. Churches should, in general, care for their own unemployed people, but should know and use all community resources. Negro and minority racial groups should be included in all community plans.

5. Social services of churches should be competently performed under leaders professionally trained (preferably in church schools), and on a parity with the leadership in other social agencies. Volunteers should be trained.

6. Public funds should be used by public agencies except when proper care of people demands their allocation to private agencies. Churches should stand for the strength, efficiency and integrity of federal, state and local public social work.

Two old buildings on West 16 Street, New York, which served for years as residences for the nurses of New York Hospital, have been presented to the American Federation for the Blind by its president, M. C. Migel, as the site for a new building to house its executive offices and Braille printing plant.

AFTER a year of study and discussion among civic and social leaders Brooklyn has completed the organization of a Council for Social Planning, Frederic B. Pratt, president, to systematize its welfare and health activities. The new body is a constituent member of the Welfare Council of New York, with its officers ex-officio members of the Council's board of directors.

RAPID turnover and repeaters constitute the chief problems of the New York city prison system, says Austin H. McCormick, commissioner of correction. Practically half of the 15,235 persons committed during the last year were repeaters, the prize records being held by a woman doing her seventy-third stretch and by a man doing his sixtieth. One man was imprisoned sixteen times during the one year.

EDUCATION

The Plight of the Schools

OFFERED as "a compilation of pertinent data rather than a discussion of policies," the research division of the National Education Association publishes Emergency Federal Aid for Education: A Review of the Evidence (1201 16 Street N. W., Washington. Price 15 cents.) The report points out that "no important federal legislation has as yet been enacted to help the schools meet their emergency financial problems," and then proceeds to outline these problems. The public-school budget for 1933–4 was about $1,753,300,000, a cut of some $200 millions below the previous year, $500 millions under 1928–9. This reduction has occurred in spite of the fact that total enrollments are at present 675,000 greater than five years ago. School expenditures per child enrolled have decreased in the last five years from $90.22 to $66.53. In January 1934 about 770 schools were closed, with no provision for the education of some 175,000 children. In public elementary and highschools, approximately 40,000 fewer teachers are employed than in 1928–9, in spite of increased enrollment. Teachers' salaries have been cut until one in four is receiving an annual wage under $750, and about 85,000 teachers are receiving less than $450 per year. Expenditures for textbooks and supplies have been reduced by about a third. "Generally speaking, school revenue in 1934–5 will be less than the reduced sums available in 1933–4." A table based on information from 44 state departments of education shows that school revenues reached their peak in 1930 with $2,088,556,800, and that school funds were cut each year since; the outlook is for a further drop (to $1,554,300,000) next year. The report states that only 9 of the 48 states anticipate "no urgent need for emergency aid," and that "more than three fourths of the state superintendents of public instruction believe that emergency federal aid will be needed in their respective states in 1934–5 merely to keep schools open for a normal term and operating on a reasonably satisfactory basis."

The report does not consider the possibility of further large economies through redistricting, to make bigger units of administration, attendance and taxation, and through more business-like handling of school finance, particularly tax anticipation loans and insurance, such as have been urged by a number of recent state surveys (see The Survey, January 1934, page 18.)

Teacher Supply and Demand

THOUGH it covers only one corner of the educational field, the study of Supply and Demand of College Teachers by James G. Umstattd (University of Minnesota Press, Minneapolis, price 50 cents) is significant. Data were secured from 184 institutions offering graduate study, covering the years 1931–2 and 1932–3. The schools represent all sections of the country. During this period, the number of doctorates conferred increased; in science, for example, from 455 to 1148. In the same period the average annual number of appointments in the institutions represented in the study dropped from 10 to 7. These figures represent not only a halt in expansion, but also unfilled vacancies in the

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reporting institutions. This development corresponds to "spread work" in industry, and still further cuts the chances for employment for the trained college teacher. The study concludes that "from the findings reported above, it is clear that . . . the supply of persons qualified to teach in college is increasing, whereas the demand for college workers is decreasing." Here is statistical evidence as to a situation of increasing gravity in the whole field of education.

College Students vs. the ROTC

THE US Supreme Court may finally rule on the right of college students who are "conscientious objectors" to refuse to take part in military drill. In the "Maryland case" the court refused jurisdiction (see The Survey, December 15, 1932, page 693; December 1933, page 425.) But last month Justice Sutherland signed the application for appeal presented by their attorney on behalf of two California students, stating that he found the case "raised novel and important federal questions." The two students, Albert Hamilton and Alonzo Reynolds, Jr., sons and grandsons of Methodist ministers, were dismissed by the Los Angeles branch of the state university for refusing as a matter of conscience to join the ROTC.

Students are continuing the fight to make college military training optional. Of the eight Ohio State University students suspended for refusing to drill, one has been reinstated and excused from military training because of a physical defect. Three of the suspended students are Methodists, one a Congregationalist (son of a minister) one a Presbyterian, one a Quaker. The one who was reinstated was the only one without church connections.

No action has been taken by New York University authorities on the thoughtful and dignified statement filed by the Undergraduate Scholarship Committee. The statement answers the four points on which military training is urged: that it promotes good citizenship, character-training, physical training, military training, and urges that, beginning September 1934, "the course in Military Training and Tactics be placed on an optional basis, with an equivalent course in physical training as an alternative."

New Pamphlets

THE TWELVE INCH SHELF, a Pocket Library of Economics, *by John W. Herrying and Ethel C. Phillips. American Committee on Economic Policy, 11 West 42 Street, New York. Price 25 cents; quantity rates.*

HERE is first aid for discussion groups and adult education classes. This short, readable analysis of economic problems and possible ways out, includes study outlines and lists 135 new and pertinent pamphlets which may be ordered separately or as a "library."

THE EDUCATION OF NATIVE AND MINORITY GROUPS: A Bibliography, 1923–32, *by Katherine M. Cook and Florence E. Reynolds. Superintendent of Documents, Washington, D. C. Price 5 cents.*

THIS is a comprehensive guide to available information on a field relatively new in American education.

EDUCATION AND THE SOCIAL ORDER, *by John Dewey. League for Industrial Democracy, 112 East 19 Street, New York. Price 5 cents.*

A significant discussion, by the country's foremost educator, of the need and opportunity facing the public schools today.

GROUP LISTENING, *by the British Institute of Adult Education. University of Chicago Press, Chicago, Ill. Price 25 cents.*

PREPARED for the National Advisory Council on Radio in Education, this report summarizes European experience with the use of broadcasts by study clubs, workers' education centers, college classes, and so on. So far, only a few experiments with such use of the radio have been made in this country (see Survey Graphic, November 1932, page 546).

SCHOOLS AND THE CRISIS, *by Rex David. International Pamphlets No. 39, 799 Broadway, New York. Price 10 cents.*

MUCH concrete information on public education in depression, vividly presented from a radical point of view.

BIBLIOGRAPHY ON PARENT EDUCATION, October 1932 to January 1934. *Child Study Association of America, 221 West 57 Street, New York. Price 10 cents.*

A useful listing from current magazines and pamphlets.

Salary Figures

SALARIES and employment of librarians are reported and analyzed in detail in the current bulletin of the American Library Association. This report by the chairman of the association's committee on salaries and employment not only throws light on the problems of this group, but affords a useful comparison with the plight of other trained professional workers.

The "downward trend" from 1929 is evident, following the decreased incomes of tax-supported libraries. At the same time, the wide salary range in the profession is startling. Thus in "libraries serving more than 200,000 population," the range for librarians is from a low of $1824 to a high of $10,840, and for department heads from a low of $921 to a high of $1440. Salary cuts for the last fiscal year as compared with 1929 run as high as 32 percent, with a median (half more, half less) of 10 percent. The situation is even more acute in towns of 4000 to 20,000 population, where salaries for assistants and librarians range from $720 to $2700, representing cuts as high as 60 percent since 1929, and median reductions of 15 percent.

THE fifth annual institute on Education by Radio was held at Ohio State University, April 30 to May 2. The proceedings will be published in November, under the title, Education On the Air.

A SERVICE bureau for education in human relations is announced by Teachers College, Columbia University, New York. The bureau, headed by Mrs. Rachel Davis-DuBois, will aid elementary and highschool teachers in developing programs which interpret sympathetically the viewpoints of racial and cultural groups. Adult education and community organizations are also invited to use the bureau's facilities. Harvard, Temple and Boston Universities are cooperating in the project.

THAT the typewriter is a necessary tool of the Machine Age is the belief of the educators who sponsor A Home Typing Book for Younger Children, by Ralph Haefner (Macmillan. Price, $1.) The book, worked out as a research project at Teachers College, Columbia University, is designed for children as young as six, and will not be scorned by those three or four years older.

A NEW study center is announced by George Washington University, Washington, D. C., "for the purpose of offering courses and special lectures and encouraging research and scholarly publications in the field of inter-American problems." The center will have a council and staff of ten experts in Hispanic-American studies, headed by A. Curtis Wilgus.

THE third "experiment in international living" will include groups of young people of highschool age, who will spend several summer weeks in French or German homes, making friends, practising a foreign language, and "acquiring an insight into a culture different from their own." Further information may be obtained from Donald B. Watt, 817 Comstock Ave., Syracuse, N. Y.

A summer-school for office workers will be held again this year on the campus of Oberlin College, under the auspices of the Affiliated Schools for Workers, Inc. (302 East 35 Street, New York.) Among the topics to be considered at the session, July 5 to August 1, will be unemployment and wage standards, how a corporation is set up, how our money system works, the labor movement. There will be plenty of opportunity for summer sports. Board, room and tuition for the four weeks are priced at $40.

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UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

Land Value Study

IT is easy to demonstrate to the average man the value to the community of work-relief projects which result in permanent structures of stone and cement. It is more difficult, however, to make him realize the value of the service type of projects, into which are put the brains and acquired skills of trained people as relief workers.

The most business-minded person could not fail, however, to be impressed by the enduring value of a project carried out in *Westchester County, New York* in 1932–3, and employing 122 technicians for a total of 70,000 man-hours, some of them being employed steadily for nearly a year. The result of this project was an atlas of land-value maps for the county, comprising a set of base maps, land-value and property data maps, on a scale of 400 feet to the inch. Taken together, they show the location, designation and assessed value per acre or per standard front foot of each block and parcel in the county. Subsequent changes can be easily entered year by year, to keep the maps up to date. There was also prepared a valuegraphic map and topographical model of the county, on a scale of 2000 feet to the inch, for the use of the county engineer and the Committee on Equalization of Taxation. The information thus shown has prompted several towns and villages to prepare new tax maps and correct and bring up to date existing records. It has been of great value in planning Civil Works' projects and will continue to give useful service in connection with other county activities.

Works Division

THE transfer from CWA to Works Division in cities of over 5000 (see Right About Face, The Survey, April 15, 1934) has been attended with great confusion in many parts of the country. In *Minneapolis*, a body of 6000 men claiming to be former CWA workers stormed the City Hall on April 6 demanding reinstatement on the CW basis. These demands were acceded to by the City Council without authorization from FERA; and the necessary funds, if the agreement is carried out, will have to be met from the city treasury. The *Minnesota* ERA had already, however, declared a two weeks' moratorium from April 1 on all work-relief projects except uncompleted federal CWA projects.

A news clipping states that *Arkansas* suspended all relief activities for one week from April 1, in order to complete arrangements for a rural rehabilitation program in every county of the state.

Several states have petitioned to have the entire state, on account of its suburban nature, declared urban territory so that work relief can be carried on in all parts of the state. One of these is New Jersey, which has, however, reverted to its former system of work-for-relief, thus in practice making the whole state conform rather to the rural regulations under the three-point plan.

Illinois extended the definition of urban areas to include all places designated as "metropolitan areas" in the 1930 census, the mining areas in seven counties, and all additional townships regardless of size with a non-farming population of 80 percent or more. This ruling places over 80 percent of the state's population in urban areas.

Connecticut has ruled that only those towns and cities may participate in the work program where trained social workers are available to determine need of applicants and decide how much each may earn. Towns and cities are to be responsible with local funds for direct relief to all who cannot be placed on work relief with federal funds.

Washington (state), on the other hand, stressed the need of developing projects immediately so that all relief to able-bodied may be given in the form of work.

No figures have been released by the FERA to show the effect of CWA demobilization on new relief applications in March and April; but informal reports from many districts indicate that practically all CWA workers who were assigned from relief rolls have made application to be reinstated on relief; and that a high proportion of those assigned through NRS without a "means test" have applied for relief since being laid off.

The total work relief and relief load on April 1 was 4,700,000 families, an all-time high for relief, which represents an increase of nearly 57 percent over last October. To meet this extraordinary demand, the FERA may have to grant the state ERAs for April needs alone, nearly $100 million, or about one fifth its balance on April 1.

Relief Changes in Toledo

THE annual report of Wendell F. Johnson, director of the *Toledo* Social Service Federation and of the Lucas County Social Service Department, contains a dramatic presentation of the relief crises surmounted in that city during the past year, the successive steps of which have been commented upon in this department for March, July, August, September, October and December 1933.

Soon after the State ERA appointed a "relief dictator" for the county in the person of Colonel Shetler, a group of men on work relief went on strike over payment for work in food orders from the commissary. They were met part-way by the concession of a small amount of cash to those working for relief, in addition to the grocery orders given to all relief recipients. Mr. Johnson states:

> . . . In one sweeping gesture, the work requirement was done away with. Instead of inflicting a penalty for refusal to work, Colonel Shetler offered a reward in the form of a small cash payment, to those who were willing to work for their relief. There were those who predicted that the inducement was too slight and that the majority would be content to receive their weekly grocery order without working for it. The contrary proved to be true. Men who had before seemed reluctant to work, now clamored for the opportunity. Even men who had previously pleaded disability or old age as an excuse for not working, now produced doctors' certificates as evidence that they were physically competent.
>
> It was an amazing demonstration of the eagerness with which most men will offer their labor in order to obtain even a little cash to supplement the relief in kind to which they had been previously limited. There was a complete change in the attitude of the relief recipients. The experiment added somewhat to relief costs, but it was decidedly worthwhile. I hope Toledo, remembering it, will never again impose a rigid work requirement for relief-in-kind.
>
> But more important than the cash bonus was the abandonment of the warehouse system in October and the adoption in its stead of a system of orders on grocers, with wide latitude permitted in the selection of articles by the recipient. Thus was brought to a close Toledo's brief venture in giving relief through the commissary plan. The change resulted on the one hand, in a considerable increase in expenditure, but,

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on the other, in a more humane and considerate method of administering relief.

Of the situation last fall, he says:

Relief needs were rising to a crescendo. Complete absence of cash income in many households over a period of months and even years brought to relief administrators an ever-increasing variety of personal and family needs. With it came a realization of the utter futility of attempting to meet those ever-widening needs with relief-in-kind. There is a point at which the attempt to do the buying for all the varied needs of tens of thousands of men, women and children approaches the absurd. We reached that point, in my judgment, in the fall of 1933.

The CWA was the President's dramatic attempt to meet that situation. With unbelievable speed 10,000 families in Lucas County were transferred from direct relief to public employment. Granted that the employment was to some degree a form of relief, it put cash into the hands of the families and permitted them to do their own buying and meet their own needs in their own way. It was a temporary measure, a sort of huge experiment. But I believe it marks the beginning of the end of trying to care for able-bodied unemployed by the method of direct relief.

Happy Unemployed!

DELAWARE, the last state in the Union to ask for federal aid, is now experiencing difficulty in financing its relief program. From November 1, 1932 to January 1, 1933, expenditures from combined federal-state-local funds had amounted to about $3 million, or about $206,000 a month. On February 1, only about $188,600 remained in hand. During February, the FERA made a further grant of $165,000 to permit a continuation of relief activities until a special session of the Legislature convened on March 6, after which the FERA would expect the state to meet two thirds of its own relief bill. The Legislature on March 22 diverted $108,000 from the sinking-fund with the proviso that it be made to cover all relief needs till April 30. The state ERA thereupon passed a resolution that it would be impossible to meet more than the barest emergency needs of those on relief—now numbering one eighth of the total population—and even this only up to April 21. The Commission has served notice on the governor and both houses of the Legislature that if no further funds are forthcoming from state sources it will be obliged to close its doors on that date. The contribution of the press in directing public opinion in this grave crisis is shown by an editorial in the Wilmington Journal of March 23, which concludes:

Everybody in our state will feel glad that the balance of March and all of April has been cared for under this bill, and that, too, with no elaborate spending program for the period covered. We felicitate the unemployed of our state upon being assured of protection to the end of that period.

FERA and Self-Help

LATEST news of federal aid to self-help organizations is that forty-nine grants aggregating, up to March 19, 1934, the sum of $364,275, have been made to thirty-eight self-help organizations in the states of California, Colorado, Indiana, Louisiana, Michigan, Minnesota, Mississippi, Nebraska, Ohio, Pennsylvania, Utah, Virginia, Washington, West Virginia and the Virgin Islands. Members and their dependents in the groups which have been aided number roughly 100,000, out of 300,000 to 500,000 persons, variously estimated as engaged in such group undertakings in 1933.

In addition, $300,000 has been granted to the Tennessee Valley Authority to assist it in developing cooperative production enterprises in the territory for which it is responsible.

The Monthly Labor Review for February 1934 reports that:

The activities engaged in by the groups aided thus far include landscape gardening, farm labor on shares, dairying, butchering, raising of poultry and rabbits, canning of fruits and vegetables, plumbing, grinding of grains, logging, carpentry, house-repair work, house wrecking, art work, dentistry, printing; making of bakery goods, brooms, bedding, box shooks, crates, cider, cloth, clothing, furniture (also upholstery), maple sirup, pickles, soap, hand-made rugs, and rubber mats (from automobile tires); repair of clothing, furniture, radios, shoes and stoves; and operation of store, commissary, cafeteria, beauty shop, barber shop, blacksmith shop, coal mine, foundry, garage, laundry, sawmill, and wood-yard.

It also advances some impressive evidence as to the lessening of relief loads in the communities where these activities have gone on.

Readers interested in the self-help movement may secure through the Russell Sage Foundation reprints of an article on Cooperation and the New Leisure, by J. C. Colcord, which appeared in The Family for April 1934. An article by the same author discussing recent developments in self help will be found in Today for May 5, 1934.

Baltimore

BALTIMORE is known as a pioneer in the field of cash relief. When the Baltimore Emergency Relief Commission was formed last September, taking over the unemployment work from the private agencies, it found the cash system fairly well entrenched, and approved its continuance and extension.

But as time has gone on, it has made a succession of exceptions to its general rule, until today the only cash grants given are those covering food and certain incidentals. Rent is paid directly. Milk is given in kind, at a saving of 3 cents per quart. Coal was distributed during the winter under the FERA "replacement" plan. Gas and electric bills are paid by the agency unless there is no arrearage, in which case the family is given a cash allowance to be applied to these bills. Clothing and shoes are given in kind or by order.

The basic cash allowance which most families receive covers food, household and personal incidentals, and shoe repairs. For a family of five, the food allowance, exclusive of milk, is $4.65 per week, and the total of the other cash items is $1.90. When the "in kind" items of milk, rent, fuel, clothing and so on are included, the entire budget totals $16.49 per week for families of this size.

Rent is paid in a majority of cases by the following formula:

1. One twelfth of 6 percent of the assessed valuation of the property is paid in cash each month to the landlord.
2. One twelfth of the 1934 taxes on the property, plus one twelfth of the annual water rent, is paid each month to the city tax collector, who credits the landlord's account.

A special rent bureau, staffed by over a hundred workers, has been established to handle the routine of property investigation and rent payment. The determination of client eligibility for rental aid rests with the district relief workers. It is estimated that the April rent allowance bill will exceed $250,000.

The BERC has not given up its preference for an all-cash relief system, despite its drift in the opposite direction during recent months. The exceptions which it has made have resulted from consideration of economy or expediency in specific situations. Recently it voted to return as rapidly as possible to a greater use of cash relief, and has authorized an experiment in full cash allowances in one or two districts, in order to arrive at a comparison of costs.

The relief load in Baltimore has mounted sharply during the past winter, until in April there were over 38,000 families on relief. It is estimated that this represents about one out of five in the city's population. Last November, before CWA got under way, there were 24,000 relief cases, of which two thirds were on work relief. In late January, at the Civil Works peak, there were 26,000 families on direct relief and 22,000 on Civil Works.

It has been decided recently to require all applicants for aid to file signed applications setting forth their circumstances and need for assistance. While no new facts are sought by the agency and no affidavit is required, the procedure has been protested in some quarters as an application of the "pauper's oath" device. Slight modifications are being made in the form which will quiet this criticism.

Because Baltimore's relief curve has gone upward so steadily in recent months, the city has been chosen by the FERA as one of a group in which special studies will be made of trends of public unemployment aid under the new federal program.

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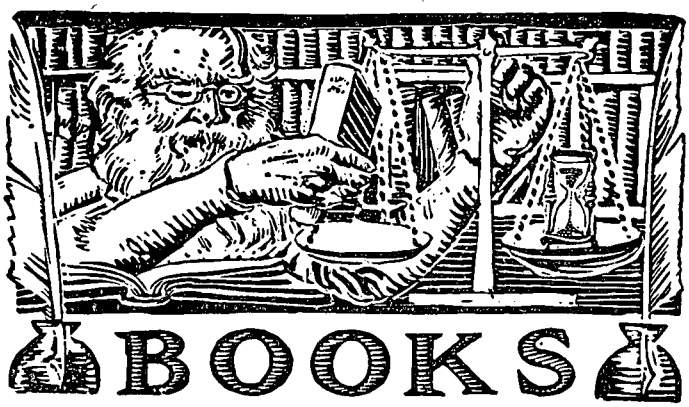

New Freud Lectures

NEW INTRODUCTORY LECTURES ON PSYCHOANALYSIS, *by Sigmund Freud, M.D. (translated); W. W. Norton. 250 pp. Price $3 postpaid of The Survey.*

FREUD'S first volume of Introductory Lectures published in 1916 represents the most systematic presentation of psychoanalysis in the literature. The new series of Lectures deals with the developments and changes in psychoanalytic doctrine since that time. The book is written primarily to supplement the previous volume, but there is also sufficient summary of history and fundamentals to permit it to serve as an independent introduction to the subject. In addition to the more strict considerations in matters of psychology and psychopathology, there is also discussion of certain occult phenomena and a "philosophy of life." These latter topics, as the author is well aware, encroach freely on the speculative and controversial.

In this book the reader profits by the mature viewpoint of one of the great minds of all time. Freud is sure of himself and has the courage to move toward the unknown in any direction. At the same time, he never loses the distinction between observed fact and constructed hypothesis, and is always aware of the limitations of the human intellect. The author's extraordinary power of condensation and clarification will make parts of this book appear deceivingly simple to the general reader. Other parts are concerned with technical matters which must be obscure to the uninitiated. The translation is excellent. MARTIN W. PECK, M.D.
Boston, Mass.

The Law and Social Work

THE BAR AND PUBLIC RELATIONS—An Introduction to the Public Relations Field of the Bar, *by John S. Bradway. Bobbs-Merrill. 362 pp. Price $5 postpaid of The Survey.*

THIS book is a contribution of the utmost importance for all those who are interested in a professional approach to the field of human relations. While it was written primarily to affect the thinking of students and teachers in law schools and practising attorneys, it has a far larger range of usefulness. It is the product of great scholarship, long experience in the practice of the law as a beneficent and protecting force, and a rare ability to view one's chosen work both from without and within.

Professor Bradway has been one of the leaders of the American Bar in developing legal-aid work. He has an unusual grasp of the problems which extend from the operations of the law as a profession into other specialized fields, particularly that of social work. The book presents a broad picture of the underlying philosophy of the law as a medium for understanding and handling the social problems of individuals. It shows the birth, development and transition of various fundamental movements instituted by members of the legal profession. It raises many challenging questions as to the future, especially where the law overlaps the services of the physician, the psychiatrist and the clergyman, and also the social worker.

The steps taken to extend the protections and benefits of the law to those who through the centuries have been and are unable to pay for these services are of the deepest concern to other professions facing the same questions. It is important particularly that social workers be fully cognizant of the spirit and atmosphere in which great legal-social movements were born. All of us should know of the story and contributions of St. Ives, the patron saint of the law, who as a priest of the church was also a great lawyer. It is well to be reminded of the part played by Sir Thomas More, one of the truly great men of all time who fully understood the need of great numbers of people for advice and protection. One sees how with the development of an increasingly complex civilization, this job had to be subdivided, yet the very breaking off has developed new dangers.

One would like to see companion volumes revealing the public relationship aspects of other professions. Their authors will have difficulties in equalling the understanding that Professor Bradway has of the outsider's point of view. This book should be widely used in professional schools of social work and in colleges and universities. It is commended for the simplicity of its style. It gives a valuable picture as to the thinking of present day leaders of the Bar on the subject covered by the book. Social workers all over the country who know Mr. Bradway and have worked with him on many projects will find further proof of his wide knowledge of social work as well as other professional literature seeking to show the way to the attainment of sound human relationships. The notes interpreting the chapters and the index are excellent. The bibliography has great value. J. PRENTICE MURPHY
The Children's Bureau, Philadelphia

Boys' Clubs in England

CLUB LEADERSHIP, *by Basil L. Q. Henriques, Warden of the Bernhard Baron St. George's Jewish Settlement. Oxford University Press. 244 pp. Price $1.50 postpaid of The Survey.*

BOYS' clubs in England, referring to boys' clubs as institutions rather than as natural social groups of boys, have established their programs to serve the working boy between the ages of fourteen and eighteen. Six sevenths of England's boys leave school to work at the age of fourteen and there are no adequate public provisions for continued education, recreation and guidance. Conditions of boy life to which the book is addressed are those found by the English city clubs in poor neighborhoods. The boys' clubs attempt to provide opportunity for informal education, recreation, guidance, friendship and wholesome surroundings during leisure hours.

Club Leadership is written from the point of view of the executive leader. It touches all phases of his responsibility, including problems of administration, understanding the boy, selection of leaders, activities, health, sex, religion and cooperation with other agencies. Those who read the book will make contact with the full experiences of a veteran worker with boys. Here, perhaps, lies its greatest value, for the author has drawn upon his long experience with actual situations to enrich the book with suggestions for a program and general work with boys.

While many will be exceedingly interested in the practical program suggestions and the social idealism of the author, some will question the assumption that character formation begins at fourteen. Others will be disappointed that case work with individual boys is haphazard and unrecorded, and while the psychology of the individual adolescent is considered, gangs or natural social groups have been completely ignored. DUANE RAMSEY
Henry Street Settlement, New York

The World's Employment Exchanges

EMPLOYMENT EXCHANGES: An International Study of Placing Activities. *International Labor Office. Published by the World Peace Foundation. 231 pp. Price $1.25 postpaid of The Survey.*

MOST of us have heard more or less about the public employment exchanges of England, pre-Nazi Germany, and some of us have even heard about the Italian system. But when this book lists no less than thirty-one independent governmental services—counting as one the various state services in the USA—most of

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By Homer L. Morris

A first-hand, graphic account of the deplorable conditions in the Kentucky and West Virginia mines, covering the general economic problem and possible rehabilitation for the 200,000 miners who will be permanently out of work.

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the material must of necessity be new to any but the best versed in employment procedures. They vary enormously in form and set-up and they are all of particular interest in this country just now because of the new US Employment Service being established under the Wagner-Peyser Act. Such problems as that of the relation of the free public exchanges to the fee-charging exchanges and the private philanthropic exchanges, are presented with material derived from the experience of the employment exchanges of the world. Problems of specialization by occupation and sex, of dealing with all groups from seamen to "artistes" and ex-convicts, are considered along with experiences in the field of occupational changes; to what extent the seasonally unemployed can be diverted into other seasonal work occurring at different times; training facilities for the unemployed, and the use of advertising. Problems of international placing, perhaps of more importance as such in Europe than here, are nevertheless valuable because of dealing with directed labor migration. Another section takes up statistics, comparative data, wage-scales and various means of classifying data in use throughout the world; a wealth of material is presented.

There may be some doubt as to the advantages of the plan of the book, which takes one point at a time, contrasting the systems of the various countries under that head, then moving on to the next point, but as the object is not to picture the national services in their entirety but to bring out the salient points of each, the plan used could readily be defended.

RICHARD P. KELLOGG
New York City

The Eye in the Machine Age

THE LUCKY LADY, *by Margaret Prescott Montague. Houghton Mifflin. 67 pp. Price $1 postpaid of The Survey.*

IN these days when almost every periodical carries at least one article blasting the Machine Age, it was a joy to read Margaret Prescott Montague's, Lucky Lady, a gay and gallant defense of this our age, from one who has suffered from poor vision and defective hearing.

It was also heartening at this particular time when the press and news-reels are carrying many sentimental and perhaps misleading statements concerning eye operations, to read an intelligent tribute to that branch of the medical profession which brings its genius to bear on the most delicate of all mechanisms—the human eye.

I have witnessed many eye operations and have always come away with the feeling that I have seen a miracle performed. Mrs. Montague conveys in her story that sense of the miraculous.

AUDREY M. HAYDEN
Director Illinois Society for the Prevention of Blindness

Why Is a Minister?

THE EDUCATION OF AMERICAN MINISTERS, *by Mark A. May, William Adams Brown, and others. Institute of Social and Religious Research. 4 volumes. $3.50 each volume, or $12 the set postpaid of The Survey.*

WHAT are ministers really like? What sort of human beings are they? Why do they decide on the ministry as a profession? What sort of background, family training and economic circumstances do they come from? What sort of education do they acquire? What experiences do they pass through, and especially what sort of religious experiences do they have? After they get into the ministry, what sort of a job do they find to do? Is the ministry a man's task? If it is, does the minister's seminary and college training really help him in it?

These questions and many others were in the minds of the authors of this monumental work when they set out to survey the theological seminaries of this country, and see what the professional training of ministers has done and is doing, both for the ministers and for the people of the churches. The work is exhaustive and in spots exhausting. Volumes 2 and 3 contain the factual material gathered by Dr. May, who reports what the seminaries are teaching; what the ministerial education is; the fitness of ministers for

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their tasks, in terms of background, insight and other factors; and so on. Volume 1 is Dr. Brown's summary of conclusions. Volume 4 contains the appendices; a mass of charts, graphs, tables and factual data incidental to the second and third volumes.

The findings are depressing enough, in all conscience. They reveal a poorly educated ministry, divided as to motives, lacking in social vision, poorly trained for the personal contacts that must be made and for the human maladjustments that must be resolved. And yet the findings reveal some glorious exceptions to these rules. A careful study of this work, by seminaries and colleges and church bodies, would go far toward remedying the major faults of the ministry as it now exists.

The entire set of four volumes ought to be in the reference racks of every college and seminary in the country, and a competent teacher of psychology or education or philosophy in every such institution ought to be given the task of teaching the major findings of this work. No more competent survey of a profession has ever been made; and nothing comparable to this has appeared since Flexner's investigation of medical men and medical schools. Heavy, factual, interesting, conclusive and convincing.

Colorado Springs, Colorado CHARLES STAFFORD BROWN

RUN OF THE SHELVES

A DESCRIPTIVE LIST OF THE NEW BOOKS

CONTAGIOUS DISEASES: What They Are and How to Deal With Them, *by W. W. Bauer, M.D. Knopf. 218 pp. Price $2 postpaid of The Survey.*

A BOOK for the home library by the director of the Bureau of Health and Public Instruction of the American Medical Association.

MONEY LENDING IN GREAT BRITAIN, *by Dorothy Johnson Orchard and Geoffrey May. Russell Sage Foundation. 176 pp. Price $2 postpaid of The Survey.*

THE fourth volume in a series presenting a general survey of small loans under the direction of Louis N. Robinson for the Russell Sage Foundation.

I KNOW *JUST* THE THING FOR THAT, *by J. F. Montague, M.D. John Day. 255 pp. Price $2 postpaid of The Survey.*

DEDICATED to "patients without doctors and doctors without patience," this is a jaunty discussion of common sense and its opposites in health habits by a specialist in intestinal ailments.

NATURE, M.D., *by Richard Kovács, M.D. Appleton-Century. 175 pp. Price $2 postpaid of The Survey.*

THE clinical professor of physical therapy at Polyclinic Medical School and Hospital, New York City, writes in laymen's terms about the healing forces of heat, water, light, electricity and exercise.

THE SINGLE WOMAN: A Medical Study in Sex Education, *by Robert Latou Dickinson and Lura Beam. Reynal and Hitchcock. 460 pp. Price $5 postpaid of The Survey.*

A DETAILED and comprehensive scientific study for professional readers of the case records of 1078 single women, published for The National Committee on Maternal Health, Inc. The book is a companion volume to Dr. Dickinson's previous study, A Thousand Marriages, and will be followed by a third, Sex Patterns: A Source Book, completing the analysis of case records from the author's own practice and the practice of other cooperating physicians. The present publication deals with the physiology and psychology of single women who consulted the physician, and their conflicts and satisfactions in social, professional and personal relationships. Dr. Dickinson concludes that, "Sexual illiteracy is costly. The truism that education usually has a better time than ignorance bears repeating. The present tendency of education is toward discovery of the relation of sexuality to life and character as well as to offspring."

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National Conference

NATIONAL CONFERENCE OF SOCIAL WORK — William Hodson, president, New York City; Howard R. Knight, secretary, 82 N. High Street, Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-first annual convention of the Conference will be held in Kansas City, May 20-26, 1934. Proceedings are sent free of charge to all members upon payment of a membership fee of five dollars.

Health

AMERICAN SOCIAL HYGIENE ASSOCIATION — 50 West 50th Street, New York. To advise in organization of state and local social hygiene programs; to aid public health and medical authorities in the campaign against syphilis and gonorrhea; to combat prostitution and sex delinquency; to promote knowledge of sex as an important factor in individual and family life and welfare. Annual membership dues $2, including monthly Journal of Social Hygiene; Social Hygiene News and pamphlets.

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NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS — Lewis H. Carris, Managing Director; Mrs. Winifred Hathaway and Miss Eleanor P. Brown, Associate Directors; Miss Regina E. Schneider, Secretary, 50 West 50th Street, New York. Studies scientific advance in medical and pedagogical knowledge and disseminates practical information as to ways of preventing blindness and conserving sight. Literature, exhibits, slides, films, lectures, charts and co-operation in sight-saving projects available on request. "Sight-Saving Review," quarterly, $2.00 a year.

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COMMUNICATIONS

Letters of Julia Lathrop

To THE EDITOR: May we ask that you call the attention of Survey readers to the fact that we are assembling material for a book—Life and Letters of Julia Lathrop—and will be very grateful if any who have letters or other papers written by Miss Lathrop will send them to Grace Abbott, 528 17th Street, N. W., Washington, D. C., for our use. If desired, they will be copied and originals returned promptly. If return is not requested, they will be filed with the Julia Lathrop papers in the manuscript division of the University of Chicago Library. JANE ADDAMS and GRACE ABBOTT

Federation Workers Protest

To THE EDITOR: We have read with interest and perplexity your article [editorial] Social Workers Strike, in the March issue of the Midmonthly Survey. We are at a loss to understand your disregard of the background and full significance of the stoppage of five hundred organized workers who have fought for two years against the wage-cutting policy of the New York Jewish Federation.

During the past two years the employes of Federation have suffered a continuous lowering of their standard of living as a result of budgetary reductions by Federation to its constituent societies. Since 1931 the various categories of workers have suffered as many as three and four cuts in their salaries in the face of rapidly mounting costs of living. In addition, all regular increments have been suspended. Cuts have aggregated as high as 33 and 37 percent of the 1931 level—not merely 21 percent as you report.

The stoppage of the Federation workers was not a sudden action. As each salary cut was announced, the Association of Federation Workers petitioned the Board. The Association held mass meetings of workers and passed resolutions that were presented to Federation

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To Survey Readers
Will you do us a favor? The January and February Graphics proved so popular that we are completely out of stock. If you have finished with your copies, will you mail them to us so we can hand them on to some other reader who has not received them? We shall be grateful.

throughout 1932 and 1933. Representative delegations repeatedly presented the position of the workers to the leaders of Federation. Workers' Councils of individual agencies protested to their respective Boards. After all these negotiations, when the workers had not received a satisfactory reply to their requests, a stoppage was effected. The workers were given no alternative.

The association of Federation Workers is a protective organization of all employes of the Jewish Federation—professional, clerical, maintenance, hospital, and so on. It recognizes that its interests are identical with those of the working class; that the Federation is the employer of workers in its constituent agencies. The association recognizes Federation as responsible for maintaining livable standards for its workers.

The workers cannot accept the assumption that the resources of Federation are limited, that its responsibility to its employes and to the community is therefore automatically fixed and that its only alternative is to shift part of the cost of maintaining the social-service program onto its personnel. The workers do not question for one moment the absolute necessity of not only maintaining, but also of expanding the welfare facilities of the community. The workers believe that an analysis of the situation necessitates the contrasting of the resources and the ability to pay for the community-welfare needs of four conceivable parties: 1, the industrialists and financiers; 2, the state; 3, the employes; and 4, the clientele.

The Association of Federation Workers unhesitatingly states that a consideration of the relative resources and responsibilities of these four groups leads to the conclusion that the industrialists and financiers, that is, the employing group generally, are best qualified to meet the cost of private philanthropy. If they are unable to do this, the only alternative resource is the state. Under no consideration should either the workers or the clientele be asked to bear any portion of the burden through retrenchment of relief, salaries or services.

This view is supported in an address delivered by Mr. Louis Kirstein a year ago, in which he stated, "There are still plenty of men of wealth in this country. These men have been the greatest benefactors of our present way of doing things. Though their equities may have shrunk, their wealth is still relatively great. They must realize that of all people in the United States, they have the least legitimate grounds for sympathy. So long as they have wealth, they must give."

Your article states, "The annual campaign of the Jewish Federation has for three successive years fallen short of its goal." Upon whom should the burden of responsibility for this fact fall? Upon the workers and clients or upon the industrialists and financiers? Should the workers and clients continue to have their living standards forced downward or should the industrialists and financiers forget their self-imposed limited contributions and give more? The workers and clients who have seen and felt the misery and suffering that have resulted from "our present way of doing things" find it exceedingly difficult to weep for the industrialists and financiers who protest that their resources are limited.

Fully cognizant of all the elements in the situation, the Association will continue to protect the interests of the workers and fight against all retrenchments on the part of Federation.

JENNIE BERMAN
Chairman, Association of Federation Workers, New York City

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GOSSIP: of People and Things

Abroad and at Home

PSYCHIATRICALLY minded travelers have a new Mecca this year in the summer session of The Psychological Center, Paris, under the distinguished direction of Dr. Otto Rank. Courses, lectures and seminars are offered for students, practitioners, counselors, teachers, ministers and social workers in psychiatry and psychotherapy, child guidance and psychiatric social work and general counseling. The general dates of the session are July 16–August 31, some courses include August only. Rates $12 per course or $60 for all lectures and seminars for students and practitioners. For further information, including living costs, lecturers and the like, write The Psychological Center, 9 Rue Louis-Boilly, Paris, France.

In this country, psychiatric dates ahead include the 90th annual meeting of the American Psychiatric Association, Waldorf-Astoria Hotel, New York City, May 28–June 1; meetings of the American Association for the Study of Mental Deficiency, also the Waldorf-Astoria, New York City, June 25–28; and the annual summer-school of the Rome State School, Rome, New York, July 5–August 16. The Rome Summer School offers courses in abnormal psychology, psychometric examinations, social case work, industrial arts and the teaching of retarded and mentally deficient children. There is no tuition charge; board and lodging are $6 a week.

The New England Health Education Association has set June 1–2 for its annual conference, to be held at the Massachusetts Institute of Technology, Cambridge, Mass. For a copy of the program, address the president of the Association, Mary Pfaffman, The Boston Dispensary, 25 Bennet Street, Boston, Mass.

Four universities offer courses this summer for teachers and supervisors of sight-saving classes: State Teachers College, Buffalo, N. Y.; University of Chicago; University of Cincinnati; Teachers College, Columbia University, New York City. Further details from the colleges or from the National Society for the Prevention of Blindness, 50 West 50 St., New York City.

How to teach home hygiene will be the subject of Red Cross summer courses for nurses offered at various dates at the University of California, Los Angeles; Pennsylvania State College; Syracuse, N. Y., University and Colorado College. Details from I. Malinde Havey, director of Public Health Nursing and Home Hygiene Service, American Red Cross, Washington.

THE Psychological Institute of the University of Vienna will hold its third annual summer-school for American students from July 9 to August 8. Courses, taught in English, include: Language and Personality, Childhood and Adolescence, Biographical Methods, Viennese Tests for Children, Experimental Psychology and Business and Social Psychology. The University of Kentucky, Lexington, is supervising the courses. For details query the educational director, Henry Beaumont, at the U. of K.

IN Paris at this time, representing the United States at the joint meeting of the International Association for Prevention of Blindness and the International Organization Against Trachoma, are Lewis H. Carris of New York and Dr. Park Lewis of Buffalo, both associated with the National Society for the Prevention of Blindness.

HOME for his first visit since 1931 is Dr. Judah L. Magnes, chancellor, of the Hebrew University in Palestine. Accompanying him for conference with American members of the board of governors of the University are Dr. Max Schloessinger, vice-chancellor, and S. Ginsberg, registrar. Dr. Magnes, a leader in the cultural and religious life of American Jewry, has been chancellor of the Hebrew University since 1925. He will return to Palestine late in May.

P.S. He Got the Job

HE character and quality of his "pure criticism" has landed Leon Henderson of the Russell Sage Foundation in the heart of the NRA as chief of its division of research and planning. Mr. Henderson went to Washington some months ago with a quiverful of critical arrows aimed at the NRA's protection of consumers. His shafts so stirred General Johnson that he appointed the New Yorker a special assistant to himself charged with the duty of being "purely critical." Now comes his appointment to head a division, with a staff of 250, the development of which has not, it seems, kept pace with its importance.

THE Girl Scout National Training School swings into its summer program on May 14 when the first contingent of the season will open Camp Edith Macy in Westchester County, N. Y. Two weeks' courses follow each other until October 1. For information address Hazel K. Allen, director, Camp Edith Macy, Briarcliff Manor, N. Y.

THE Georgia State Conference on Social Work, "the best we've ever had," chose Thomas B. Mimms, acting head of the State Department of Public Welfare, as its new president.

"CONSULTANTS in social-work interpretation" has replaced the Exhibits Division of the Department of Surveys and Exhibits of the Russell Sage Foundation as the covering title for the work of Evart G. and Mary Swain Routzahn as staff members of the Foundation. This is a change in name only and does not affect the nature of the work done. The exhibit, earlier recognized as an important tool for public education, has for some time been absorbed into the broader field of educational publicity in the department's studies.

LESTER B. GRANGER, recently associated with the Bordentown Manual Training School and formerly with the Urban League of Los Angeles is now business manager of the magazine, Opportunity.

IN the list of forty American research workers and workers in the creative arts to whom Guggenheim Fellowships have recently been awarded, is the name of Frank Tannenbaum, erstwhile Survey author, whose fellowship, granted last year, has been renewed for 1934 to permit him to continue his studies of the agrarian problems of Peru and Argentina. On the list also is Tom Tippett, formerly professor of economics at the Brookwood Labor College, who is preparing a volume dealing with certain aspects of the coal industry.

When Lindeman Speaks

FROM an advance release concerning a meeting in Boston: "Prof. Eduard C. Lindeman of the New York School of Social Work will talk on adult health education with reference to adult health education."

THE annual meeting of the Canadian Public Health Association and the Canadian Tuberculosis Association will be held in Montreal, June 11–13.

CORINNE WEIL, secretary of the Family Welfare Association of Evansville, Ind., was recently married to Robert Mattuck and will make her home in England. Eleanor C. Denny succeeds her in Evansville.

NEW board members of the National Probation Association include: Judge Joseph M. Proskauer, president of the Jewish Federation of New York; Chester I. Barnard, recently director of the New Jersey Relief Administration; Professor Thorsten Sellin of the University of Pennsylvania and Frank C. Van Cleef, Cleveland business man.

DEATHS

THE sudden death of Walter Leo Solomon was a shock to settlement workers generally but particularly to his many associates in New York and Cleveland between which cities his professional life had been divided. He was head worker of the Council Educational Alliance of Cleveland and founder of the Settlement Union in that city.

NANNIE JACQUELIN MINOR, pioneer nurse and social worker of Virginia, for many years director of the visiting-nurse organization of Richmond and later of the public-health-nursing work of the State Board of Health, died recently.

THOMAS M. HART, who for a number of years was identified with social work in New York, chiefly in the field of housing, was found dead in Mobile, Ala., recently, apparently murdered after being robbed. He was at the time on the staff of the Alabama Transient Bureau.

HELEN STEWART EDMUNDS, district supervisor of the Louisiana Emergency Relief Administration, died in Florida late in the winter. Although ill for a long time she carried on her work almost to the end. Mrs. Edmunds, who is survived by her husband and two young children, was well known among social workers through her early connections with the National Travelers' Aid and the American Red Cross, and, in New York, with the Queens' Family Welfare Society and the South Harlem Emergency Relief Bureau. She went to Louisiana in 1932 to help organize emergency relief.

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